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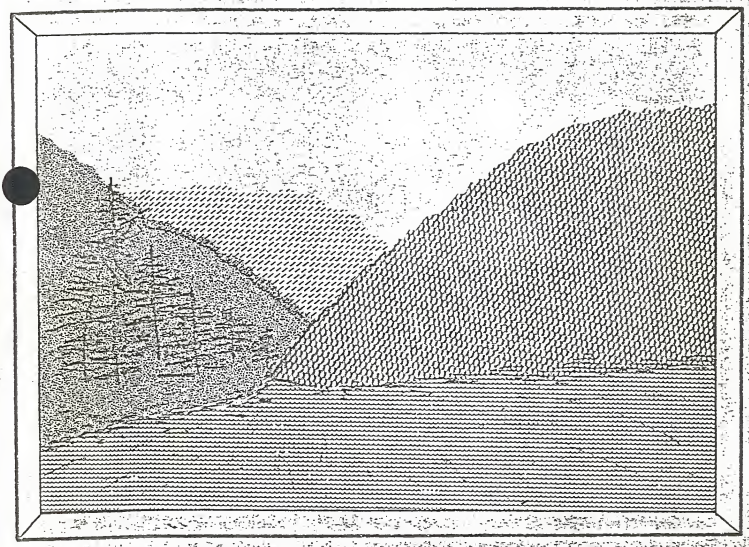
Recreation Area Management Plan

The Upper Colorado River



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RECREATION MANAGEMENT PLAN

FOR THE

UPPER COLORADO RIVER

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COLORADO

[GL]ENWOOD SPRINGS RESOURCE AREA

KREMMLING RESOURCE AREA

James Wesley Abbott 9/13/82 PREPARED BY RECREATION PLANNERS Vaughn L Baker 8-17-82

Alfred M. Wright 9/13/82 RECOMMENDED BY AREA MANAGERS Harold J. Belisle 8-17-82

GRAND JUNCTION DISTRICT

CRAIG DISTRICT

David A. Jones September 14, 1982 APPROVED BY DISTRICT MANAGERS [signature] SEP 1 1982

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DRAFT OUTLINE
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A. Management Guidelines for Other Resources
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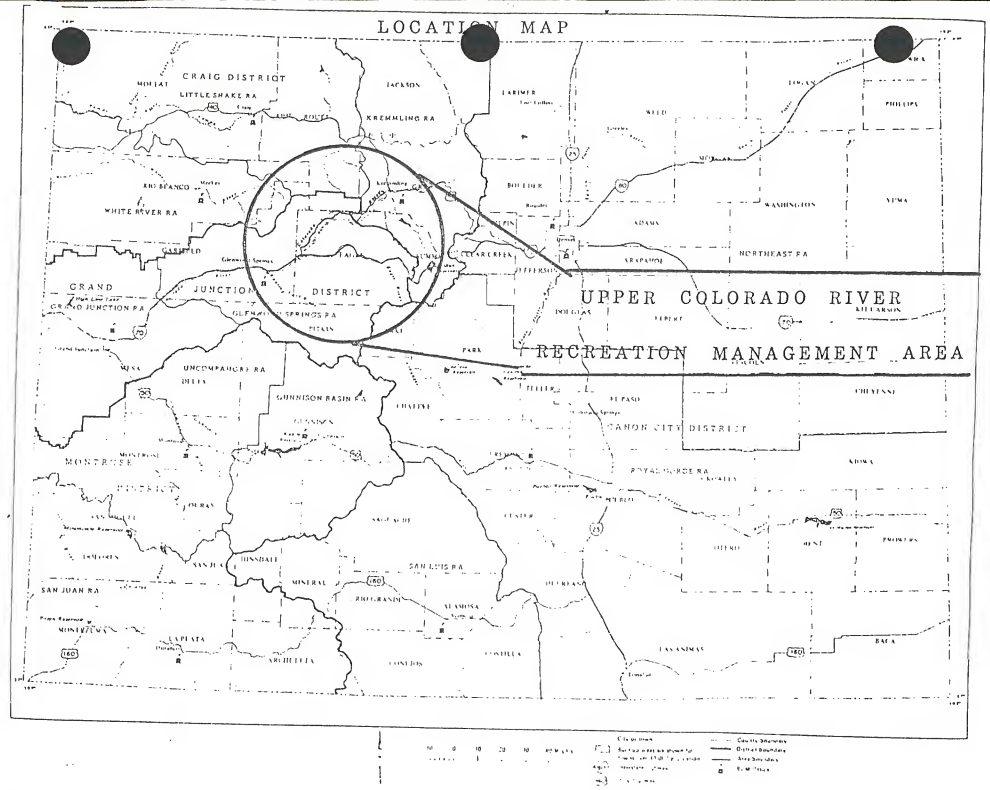
LOCATION MAP
CRAIG DISTRICT
MOFFAT
LITTLESNAKE RA
ROUTT
JACKSON
KREMMLING RA
LARIMER
WELD
LOGAN
PHILLIPS
SEDGWICK
YUMA
WASHINGTON
ADAMS
ARAPAHOE
NORTHEAST RA
RIO BLANCO
WHITE RIVER RA
GARFIELD
EAGLE
CLEAR CREEK
JEFFERSON
BOULDER
GRAND
JUNCTION DISTRICT
GRAND JUNCTION RA
GLENWOOD SPRINGS RA
PITKIN
PARK
DOUGLAS
ELBERT
KIT CARSON
UPPER COLORADO RIVER
RECREATION MANAGEMENT AREA
MESA
UNCOMPAHGRE RA
DELTA
GUNNISON BASIN RA
FREMONT
EL PASO
CHEYENNE
CANON CITY DISTRICT
MONTROSE
OURAY
ROYAL GORGE RA
CROWLEY
KIOWA
SAGUACHE
CUSTER
OTERO
BENT
PROWERS
SAN JUAN
HINSDALE
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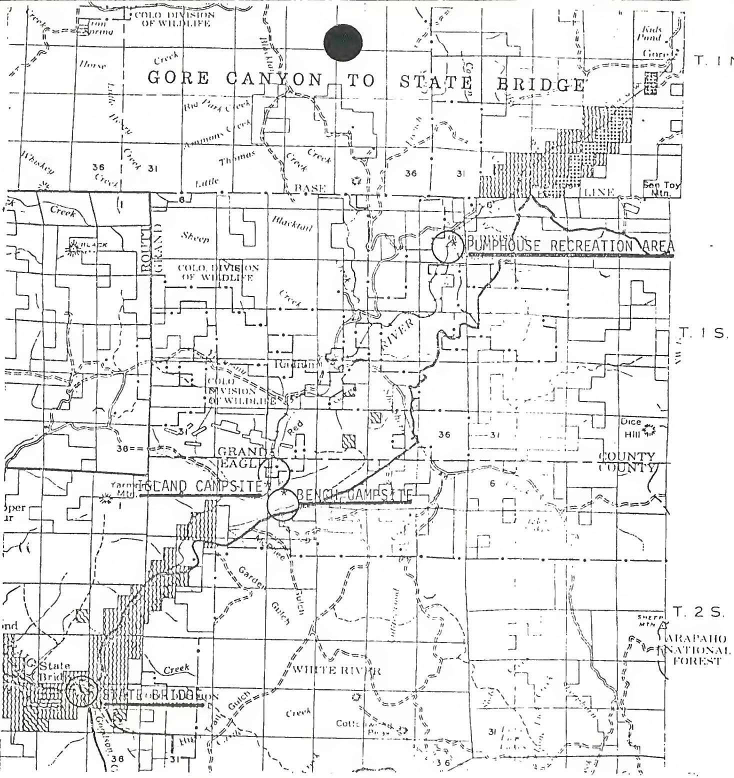
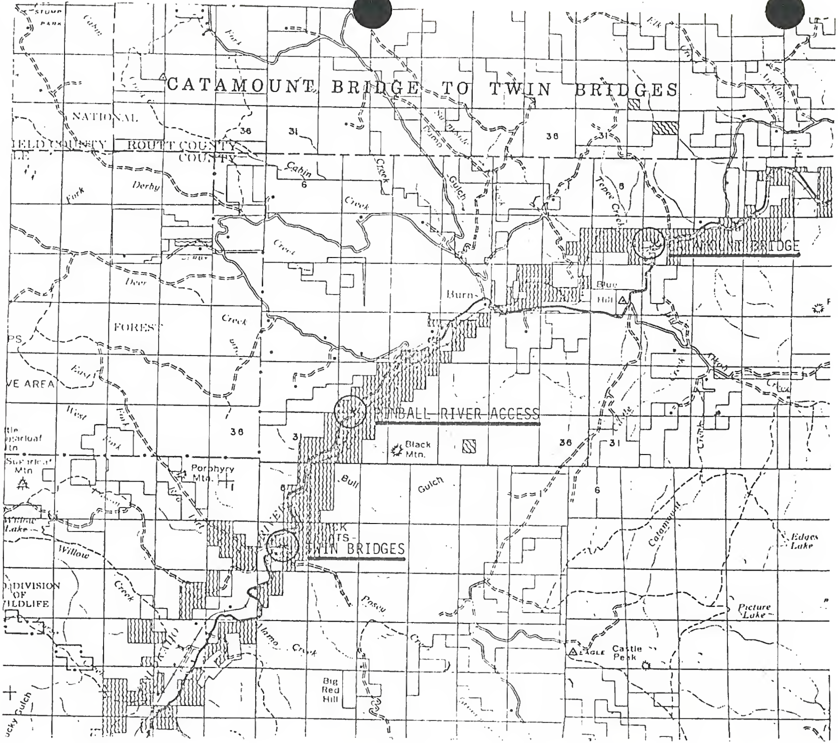
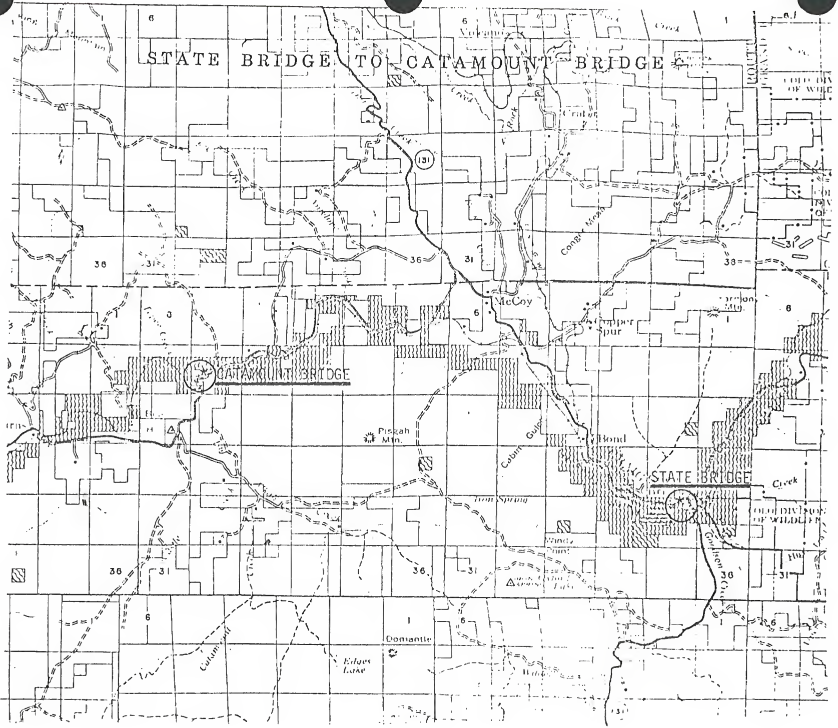
MINERAL
RIO GRANDE
ALAMOSA
SAN JUAN RA
MONTEZUMA
LA PLATA
ARCHULETA
CONEJOS
COSTILLA
LAS ANIMAS
BACA


GORE CANYON TO STATE BRIDGE
COLO DIVISION OF WILDLIFE
T. 1 N.
T. 1 S.
T. 2 S.
PUMPHOUSE RECREATION AREA
ISLAND CAMPSITE
BENCH CAMPSITE
STATE BRIDGE
GRAND
EAGLE
COUNTY
COUNTY
ROUTT
GRAND
RIVER
Radium
State Bridge
BASE
LINE
Sheep
Blacktail
Creek
Red
Garden Gulch
Dice Hill
Yarmony Mtn.
Sen Toy Mtn.
Kids Pond
Gore
WHITE RIVER
ARAPAHO NATIONAL FOREST
Big Park Creek
Ammons Creek
Thomas Creek
Little
Whiskey Creek
Horse
Creek
36
31
6


CATAMOUNT BRIDGE TO TWIN BRIDGES
CATAMOUNT BRIDGE
RADIUM RIVER ACCESS
TWIN BRIDGES
NATIONAL
FOREST
ROUTT COUNTY
Burns
Blue Hill
Black Mtn.
Porphyry Mtn.
Big Red Hill
Castle Peak
Picture Lake
Edges Lake
Willow Lake
Catamount
Derby
Deer
Cabin
Creek
Gulch
Bull Gulch
Willow
Alamo Creek
DIVISION OF WILDLIFE


STATE BRIDGE TO CATAMOUNT BRIDGE
CATAMOUNT BRIDGE
STATE BRIDGE
McCoy
Copper Spur
Bond
Pisgah Mtn.
Cabin Gulch
Iron Spring
Domantle
Edges Lake
Catamount
Conger Mesa
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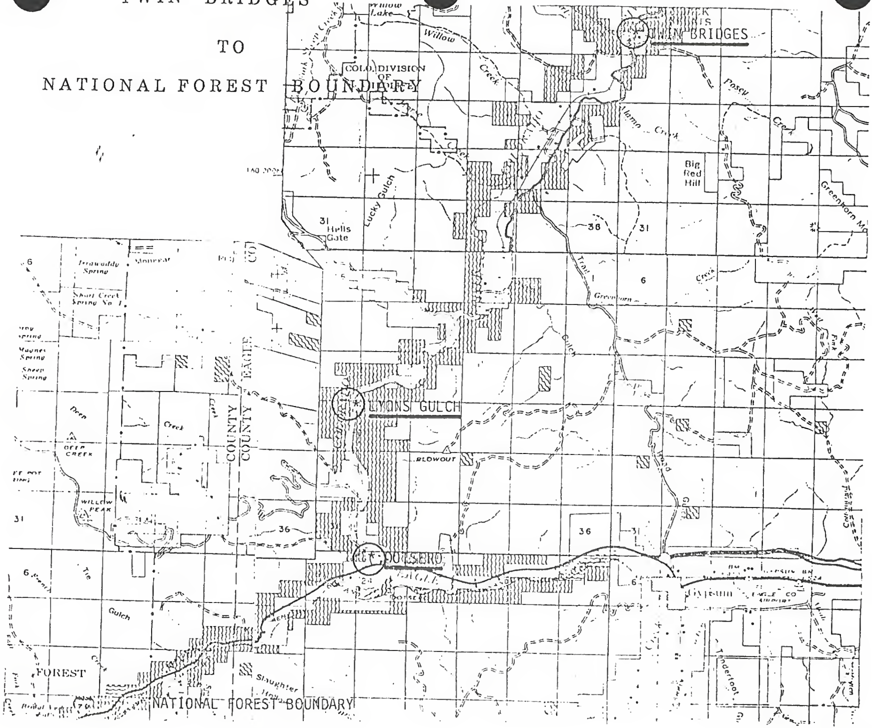
TWIN BRIDGES

TO

NATIONAL FOREST BOUNDARY



Part I INTRODUCTION

UPPER COLORADO RIVER RECREATION AREA MANAGEMENT PLAN
AND
ENVIRONMENTAL ASSESSMENT

PART I

Introduction †

A. Location & Setting

The upper Colorado River referred to in this document lies slightly southwest of Rocky Mountain National Park where the river's headwaters are located. From the National Park, the river flows across Colorados' Middle Park region through a relatively flat agricultural high mountain park. Just beyond the town of Kremmling, Colorado the river enters Gore Canyon and remains within the confines of an alluvial valley until it's confluence with the Eagle River near the Interstate 70, Dotsero Exit. The river corridor between Gore Canyon and the east end of Glenwood Canyon forms the Recreation Area Management Boundaries.

The river corridor lies between Steamboat Springs and Vail, Colorado. These are major winter and summer tourist attractions and are a 2-3 hour drive from the Denver Metropolitan area. Access to the river is provided by Interstate 70, a major east-west corridor across the state and from several state highways and county roads.

The upper Colorado River receives the second largest number of floatboating user days of the 10 major whitewater rivers within the state. Illustration 2 shows the location of the 10 major whitewater rivers within Colorado and the amount of use each river receives. This segment of the Colorado river is one of two major opportunities for floatboating within close proximity of the majority of Colorado's major urban population. (The other major opportunity is the Arkansas river west of Canon City.)

The value of this 60 mile stretch of the Colorado River as a recreation resource appears to be more related to its location rather than its whitewater. The whitewater here is not particulary challenging or overly dangerous. The location, however, places this area within easy access of a major portion of the state's population. There are more exciting floatable rivers in the state but they are much further north and west. In addition, many rivers are under permit limitations or closed to boating use entirely, shifting use to the less regulated section of the Colorado River between Gore Canyon and Dotsero.

The upper Colorado River Recreation Management Area contains 26,750 acres, approximately 60% is public land, 34% is under private ownership and the remaining 6% is state owned lands. Public land within the 60 mile long river

† This section also serves as the purpose and need for the environmental assessment.

concentrated between the Pumphouse to State Bridge and Catamount Bridge to Twin Bridge as indicated on illustration 3.

The Special Recreation Management Area boundary is defined as an approximate one to two mile wide corridor along the upper Colorado River from the east end of Gore Canyon to the White River National Forest boundary. The area extends to the edge of the first major change in topographic character (see map 3). The 60 mile stretch of the river from the Pumphouse to Dotsero is the most heavily used and thus will receive the focus of the management attention.

B. Background Information

In 1978 an interim management plan was prepared for the upper Colorado River responding to existing critical visitor safety and resource protection problems. In 1978, the BLM began requiring Special Recreation Permits for commercial outfitters and competitive events using public land adjacent to the river in conjunction with floatboating operations. Since that time special measures have been adopted to respond to existing problems and administrative coordination between the Kremmling and Glenwood Springs Resource Areas has increased. However, preparation of a management plan is necessary to facilitate and implement a level of management that adequately responds to the use of the corridor, the demand for the recreation opportunites provided by the river corridor and the need for resource and visitor protection.

Since 1976, whitewater boating use on rivers in Colorado has increased over 58 percent, at an annual rate of 11.6 percent. Use of public land along the upper Colorado River has increased at a parallel level. During the 1981 use season 44 commercial outfitters accounted for some 33,200 floatboating user days and private users accounted for some 8,900 user days, for a total of approximately 42,000 user days. The 1981 seasons' use was down about 6% from the 1980 season as a result of low water conditions in late June and July. In a normal runoff year, some 45,000 user days can be expected to occur on this 60 mile stretch of the Colorado River. Numerous fishing, sightseeing and camping visits not associated with floatboating use also occur within the river corridor each season.

The recreation area management plan is the link between the allocation of public land for recreation use in the multiple-use planning process and the actions necessary to implement such allocations. The recreation area management plan does the following:

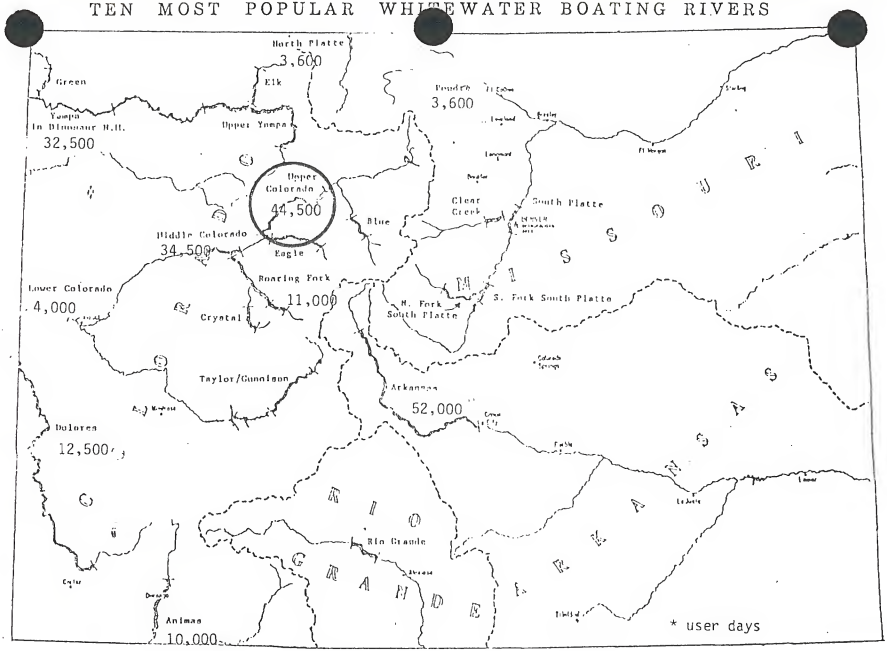
1. sets forth the direction for management (administration, development and protection) of recreation use and recreation resources;

2. identifies specific management actions for recreation use and recreation resources; and

3. establishes the sequence of implementing these management actions.

Both the Kremmling and Glenwood Springs Resource Areas are preparing Resource Management Plans (multiple-use plans). The decision to complete this plan while both Resource Areas are still working on preparation of a Resource Management Plan (RMP) was made because the river is a high priority proposed Special Recreation Management Area that provides recreation opportunities not readily available from other public or private entities for a large segment of Colorado's urban population. Management is needed to prevent resource damage resulting from heavy use and to provide for visitor health and safety. The accelerated preparation of this plan will identify management actions necessary to deal with existing and anticipated problems. Both Resource Areas have progressed far enough into the RMPs to identify that major resource conflicts, over which BLM has management jurisdiction, are not likely to occur within the river corridor and to develop the management objectives for the area. This plan was developed consistent with the RMPs. Should an action recommended in this plan be contrary to a formal RMP decision, a modification will be made to this plan. The implementation schedule for the recreation area management plan is designed so that major expenditures of funds or major project impacts will not occur until the RMPs have been approved.

This plan will provide management direction for the river corridor over the next 10 years. Any major change (e.g. impoundment projects) in the type of opportunities available in the corridor will necessitate a revision of this plan.



From; The 1980 Whitewater Boating Use And Economic Impact Study

ERT,1980

The Most Popular Whitewater Boating Streams In Colorado, 1980

C. RESOURCES IN THE MANAGEMENT AREA †

The area of concern is in the Kremmling and Glenwood Springs Resource Areas along a stretch of the Colorado River about 60 miles long. The majority of the river corridor is paralleled by state or county roads and a railroad. Communities within the river corridor include Radium, State Bridge, Bond, McCoy, Burns, and Dotsero. Much of the visitor use is generated from the Denver area, and from the Colorado resort towns of Aspen, Glenwood Springs, Vail, Steamboat Springs, Winter Park, Grand Lake and Dillon/Keystone.

Resources that will not be affected by the management actions identified in this plan will not be addressed. These include climate, topography, geology, prime or unique farmland, wild horses, and air and noise quality. These resources have been addressed in the Resource Management Plans.

Transportation and Utilities

Access. Public access to the river corridor is provided by county and state roads between Kremmling and Dotsero (Colorado State Highway 131, Eagle County Roads #11 and 301, Grand County Roads #1 and 11). Physical access to the river is provided where public land exists between the road and river, where county and state roads parallel the river, at several sites in private ownership. Public land adjoins the river for approximately 33 miles of 60-mile river corridor. There are nine points along the river where roads cross the river channel on bridges. Several of these bridge abutments are located within the river channel.

Navigability. The U.S. Army Corps of Engineers is responsible for the legal determination of river navigability. To date, the upper Colorado River has not been examined to determine navigability in the legal sense. If the river meets the legal definition of navigability, an owner of land on both sides of the stream would be limited by federal law with respect to their ability to regulate use on the water of that stream.

On non-navigable rivers, an owner of land on boths sides of the river also owns and can control the river surface (Colorado vs. Emmert, Colorado Supreme Court Decision No. 28235). Therefore, an owner (or manager) of both sides of a non-navigable river can regulate passage along the river.

Other. The river corridor is also the route of a major railway. The entire 60-mile river stretch is paralleled by the railroad. The track crosses the river 9 times between State Bridge and Dotsero. Several of the abutments for the railroad bridges are within the river channel.

Power transmission and telephone lines also parallel the river corridor.

† This section also serves as the Description of the Affected Environment for the Environmental Analysis (see Part VII).

Water Resources

Quantity

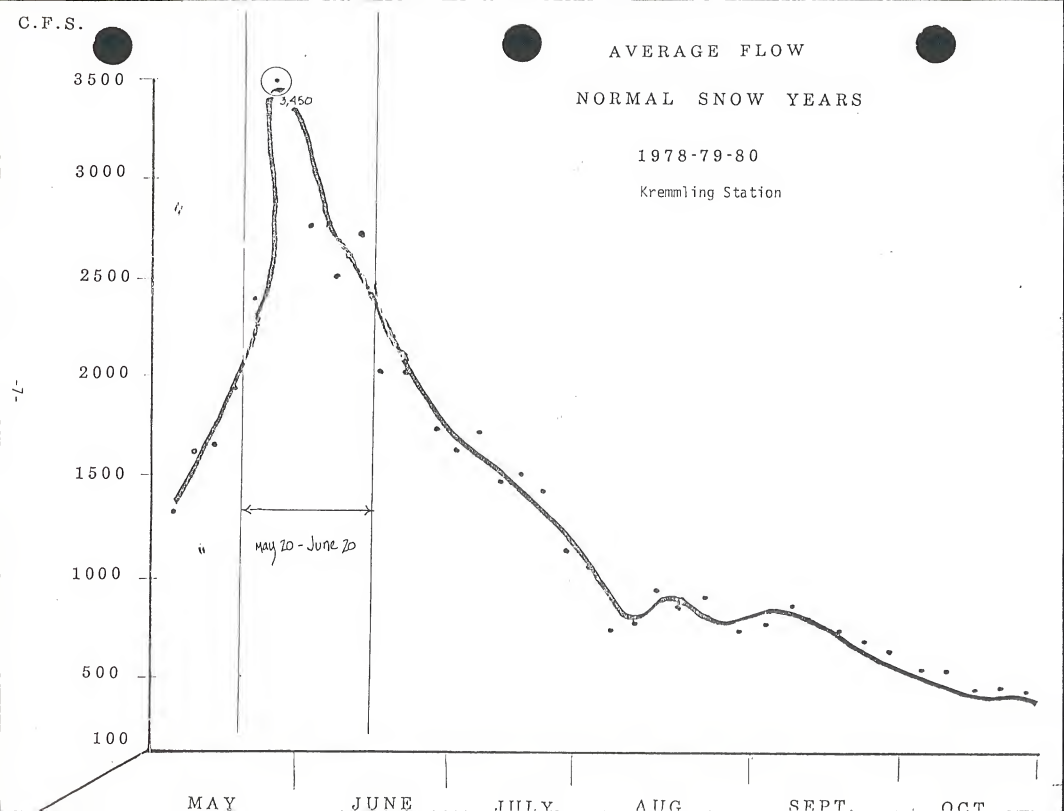
Water flows exhibit high variations on this river segment. Streams gauging stations are located at the east end of Gore Canyon and 1.5 miles downstream from the confluence of the Eagle and Colorado River near Dotsero. Stream flows at these two stations are presented below.

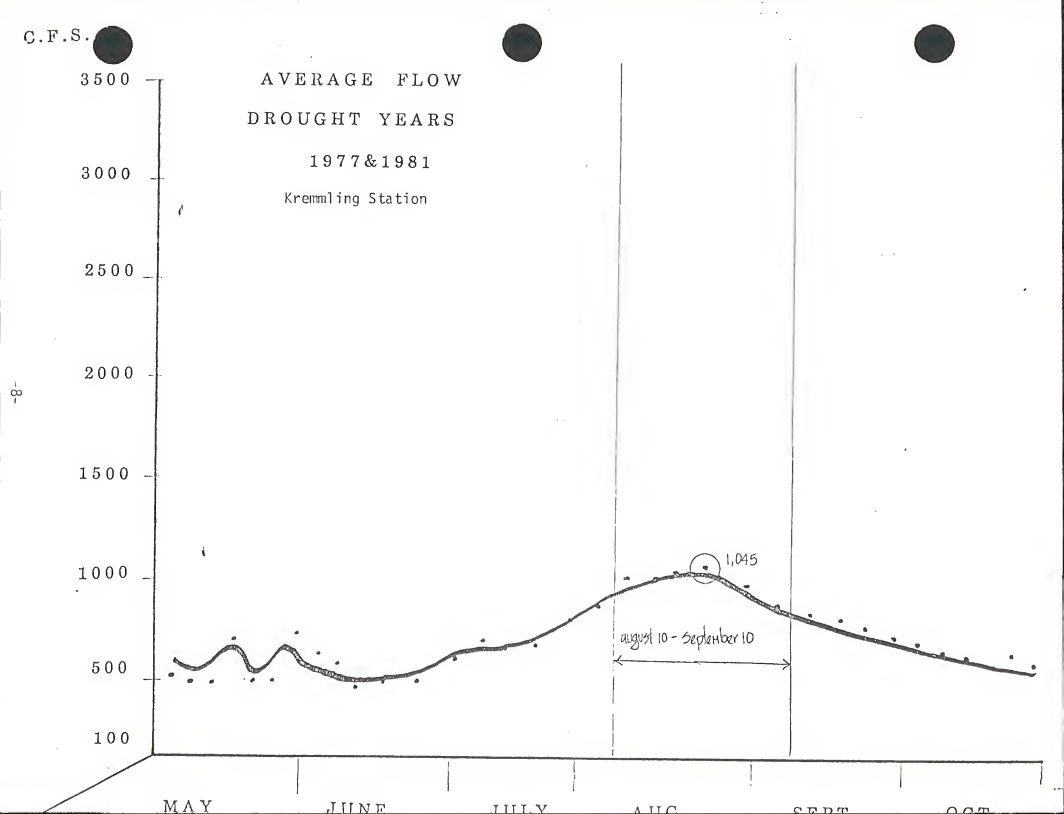
TABLE 1

Town	Year	Maximum	Minimum	Mean
Kremmling				
	1970	6,220 cfs (6-10-70)	589 cfs (Feb)	1,365 cfs
	1975	2,940 cfs (6-10-75)	473 (12-25-75)	948 cfs
	1912	21,500 cfs record high		
Dotsero				
	1970	13,900 cfs (5-22-70)	650 cfs (1-31-70)	2,638 cfs
	1975	9,410 cfs (6-9-75)	780 cfs (1-13-75)	2,177 cfs
	1944	record low	350 (1-5-44)	2,177 cfs
	1952	19,100 cfs (6-8-52)	record high	

Water flows are sufficient in normal years to support floatboating throughout the sring and summer. The flow of the Colorado River above Dotsero especially after spring run-off is largely determined by releases from Green Mountain and Williams Fork Reservoirs in Grand and Summit counties. Water is released from these reservoirs to meet various downstream commitments. The two most significant commitments are 1,000 cfs the Shoshone power plant in Glenwood Canyon and for irrigation water in Colorado's Grand Valley. In a normal run-off year, the river runs above 3,000 cfs in May and June (see table 2-3) and stabilizes around 1,000 cfs for the remainder of the season. In a drought year such as 1981, when the spring run-off was low, the flow drops below 1,000 cfs until a "call" for water by downstream users (usually around mid-July) is received. Spring rains and flows on the Eagle River affect when this call actually occurs. Floating is marginal below 500 cfs and optimal above 1,000 cfs.

The Windy Gap project near Granby will store run-off from the Fraser Reservoir and pump it into Lake Granby for diversion to eastern Colorado. When this project is completed, it will lessen the peak flows during spring run-off, however, downstream commitments will still be met. No information is available at this time to determine effects on river flow from the proposed Azure Project


C.F.S.
AVERAGE FLOW
NORMAL SNOW YEARS
1978-79-80
Kremmling Station
3500
3000
2500
2000
1500
1000
500
100
3,450
May 20 - June 20
MAY
JUNE
JULY
AUG
SEPT
OCT


C.F.S.
AVERAGE FLOW
DROUGHT YEARS
1977&1981
Kremmling Station
3500
3000
2500
2000
1500
1000
500
100
1,045
august 10 - September 10
MAY
JUNE
JULY
AUG
SEPT
OCT

Quality

Water quality for this river segment is rated as B1 by the Colorado Water Quality Control Commission. These waters (B1) are suitable for all purposes for which raw water is customarily used, except primary contact water recreation. The water meets coliform, dissolved oxygen concentration, and pH criteria but is considered too cold for primary contact water recreation sports. Water quality is adversely impacted by inadequate sanitary facilities and poorly constructed access points. Water quality does not meet minimum standards for human consumption.

Floodplain/Flood Hazard

The area encompassed by the plan lies within the Colorado River floodplain. The nature of floatboating dictates that use will occur within the floodplain. The danger of high spring flooding has been reduced due to the upstream reservoirs.

There are several drainages that present potential flash flood hazards. These areas include Sheephorn Creek, near Radium, the Bench site, Piney Creek, and Cabin Gulch. The majority of these flash flood drainages occur between Radium and McCoy. Under present policy, river users are advised not to camp in these areas.

Vegetation

Vegetation is similar throughout the river corridor. Timber types are predominately pinyon pine and juniper with an understory of sagebrush, rabbit brush and annual grasses. The types and amounts of vegetative cover vary dependent upon slope, soil type, and exposure.

On steep rock outcrops, the pinyon-juniper are generally stunted with an understory of sage and rabbit brush, wheatgrass, Indian ricegrass and squirreltail. The more shaley steep slopes have mountain mahogany and bitterbrush included in the understory.

On the more moderately sloping hillsides and benches above the river, there is little tree cover and a dominance of big sagebrush with wheatgrass, moltengrass and needle grass.

Immediately adjacent to the river there are cottonwoods, scattered over mature Ponderosa pine, dense willows, tamarisk and other species associated with a riverine habitat.

The upper elevations of the river corridor are predominately steep hills or rock outcrops. Here the pinyon-juniper is more densely stocked with an understory of big sage, service berry, mountain mahogany, bitterbrush,

wheatgrass, and sallid wildrye. Douglas Fir is found in some of the upper elevations of the canyons north of State Bridge.

Soils

Soils within the upper Colorado River corridor are diverse ranging from highly stable to unstable and from deep to shallow soil overlying bedrock.

The majority of the soils in the floodplain are alluvial in nature, deep, well drained with rapid permeability. These soils are generally fertile and level, they are subirrigated and may occaisionly be flooded. Soil on the side slopes of the river corridor are more variable. They range from moderately stable sandy loams to thin soils developed from underlying bedrock to highly unstable thin soils of a gypsiferous nature. Generally speaking, the more unstable soils occur in the narrowest portions of the river corridor where there are steep and barren rock outcroppings and near the Dotsero area where the Gypsum hills are most predominate.

The following soils and their descriptions are listed in order of most common occurrence.

Alluvial lands - recently deposited streambeds subject to frequent change through stream overflow.

Lithic Orthents and Rock Outcrops - thin soils developing from underlying bedrock of varying stability.

Dahlquist Southace Complex - alluvial fans and terraces with a high cobble content, well drained and moderately stable.

Goslin fine sandy loam - deep well drained soils with moderate permeability and stability.

Unnamed channery fine sandy loam - deep well drained soils with moderate permeability and stability.

Shale rockland - highly erodeable shale bedrock.

Gypsum Outcrop Complex - highly erodeable gypsiferous soils with slow permeability.

Wilderness Values

The river corridor forms a portion of the northern boundary of the Bull Gulch wilderness study area (CO-070-430). The WSA is located along the south side of the river from approximately Burns to Twin Bridges. A description of the

wilderness values and a map of actual boundaries can be found in the BLM; Colorado State Office publication "Intensive Wilderness Inventory, Final Wilderness Study Area" (11-80) or in central files of the Glenwood Springs Resource Area office.

The land within the Bull Gulch WSA will be managed according to the guidelines in the "Interim Management Policy for Lands Under Wilderness Review." The essence of this policy is to protect existing wilderness values until Congress acts on the Wilderness Study Areas.

All other public land within the management area were released from further wilderness consideration in Novemvber, 1980.

Landscape Character (Visual Resources)

The corridor includes a fast moving river with associated riparian habitat. Parts of the river cut through vertical canyons while other parts border wide valleys with sagebrush parks or irrigated meadows. Generally, views from the river itself appear natural and pleasing to the senses. Most of the river corridor has a scenic quality rating of A, a high visual sensitivity rating, and a tentative VRM class of II or III.

Social Economic

"The 1980 Colorado Whitewater Boating Use and Economic Impact Study" prepared by Environmental Research and Technology Inc., provides an indepth analysis of the economic values of whitewater boating. A summation of that report follows. A copy of the complete text is located in the Glenwood Springs and kremmling Resource Area offices.

In 1980, the upper Colorado River was estimated to generate 19 percent of the state's total economic whitewater boating expenditures or approximately $4,315,000. 1980 gross receipts for commercial outfitters are estimated to be $ 904,438. In 1981, there were 44 commercial outfitters operating on the upper Colorado River. State wide, whitewater boating direct expenditure represents 2 percent of the total nonskiing tourist expenditures.

Many of the small communities within the river corridor such as Rancho de Rio, State Bridge, Bond, and Burns are directly affected by the recreational use that occurs in the river corridor. Floatboating has a major socio economic affect on these towns, since many are the base of operation for commercial rafting companies.

The river corridor is within a region with an economy significantly influenced by recreational based resources and developments. Many of the visitors to the river are drawn from the Vail, Steamboat Springs, Winter Park and Summit County areas which are major tourist destination areas within the state.

Threatened and Endangered Species

The bald eagle is the only known threatened or endangered species that occurs within the river corridor. The bald eagles utilize the riparian habitat, primarily cottonwood and fir, for perching and possibly roosting. Both mature and immature balds have been sited. Mule deer carrion is a major food source as well as waterfowl, fish, and rabbits. Exact dates when bald eagles use this river segment are not known, but use is thought to occur from late fall to early spring.

Wildlife

The varied nature of landforms and vegetation and the presence of the riparian zone within the river corridor provide habitat for numerous wildlife species. The majority of the lands along the river bottom is important winter range for big game species. Summer range for big game species is not dependent upon the river corridor, but deer are seen along the river throughout the summer and fall season.

The steep canyon walls of the river corridor provide habitat for numerous raptor species including the bald eagle, golden eagle, goshawk, red tail hawk, American kestrel, and turkey vulture. The largest concentration of nesting sites occur in the vicinity of Jack Flats.

A number of waterfowl species inhabit the river corridor. The most commonly seen are mallards, teal, common goldeneye and mergansers. Although the river corridor does not have an extremely high waterfowl density, the riparian ecosystem is important as nesting habitat.

Fisheries

The riparian habitat of the upper Colorado river is generally stable. The lack of vegetation is a limiting factor. Vegetative scarcity is the result of the road and railroad lying adjacent to the river. The aquatic habitat and fish condition is rated as good.

Primary game fish species of the river include rainbow, brown and brook trout and mountain whitefish. Rough fish species include carp and suckers.

Cultural Resources

Due to the Colorado River's geographic prominance as one of the major perennial water sources in western Colorado, it would naturally attract extensive prehistoric and historic utilization relating to migration, subsistence, and occupation.

Prehistoric use spans some 8,000 to 10,000 years. The earliest inhabitants of the area may have represented the Paleo-Indian Tradition (8,000 BC-5,000 BC) characterized by the hunting of now extinct big game, including mammoth and bison. Evidence for Paleo-Indian occupation has not been located at this time, but it can be assumed that the Tradition did exist in the area.

The Paleo-Indian Tradition was supplanted by the Archaic Tradition (5,000 BC-AD 400) characterized by a more generalized utilization of plant and animal species. Evidence of Archaic sites is plentiful along the upper Colorado River. At the time of white contact, the Ute Indians were located in west central Colorado. The Utes were hunters and gatherers, who probably developed from the Archaic peoples who preceded them. The Utes used the river and adjacent lands until their removal in 1881, which opened up the area to homesteaders.

Historic use is earliest related to European and American fur trappers in the 1820's and 1830's in Middle Park. Early settlement related to ranching and homesteading developed in the mid-1870's. McCoy was established about 1886 to provide ferry services across the Colorado River on the wagon road between Wolcott and Routt county. The present townsite was established in 1891. A state highway was then built through Gore Canyon down past the present State Bridge which was established to provide the highway bridge over the Colorado river in 1891. Early attempts at copper mining around 1900 are seen at Copper Spur. The Moffat Road was begun in 1903 and ran through Gore Canyon to reach Steamboat Springs in 1909. The link-up between Denver and Salt Lake City was finally realized when the Denver and Rio Grande Western Railroad opened the Dotsero Cutoff, from Bond to their mainline at Glenwood Canyon, in 1934. Gore, Radium, Bond, Burns and Dotsero and related road systems sprang up in support of the railroad.

There has not been a comprehensive inventory of the corridor along the Colorado River between Gore Canyon and Dotsero. Ninety cultural resource sites have been recorded along this portion of the river. The majority of these sites were recorded by BLM personnel during cultural resource projects. Significant sites of National Register quality are expected within the river corridor.

Evidence for intensive prehistoric use of the subject area has been produced by two Class II Cultural Resource Inventories. The first inventory was concerned with the Eagle Planning Unit (Lutz, et al, 1979). The second was the Class II Cultural Resource Inventory of the Glenwood Springs Resource Area (Nickens et al, 1980). Site density of about 46 per square mile was predicted from these studies compared to the 1.74 sites per square mile predicted for the Glenwood Springs Resource Area. Although this high density is not expected along the entire length of the river, much higher than average densities are predicted.

The Class II Cultural Resource inventory for the Middle Park Planning unit, Craig District (Fitting/Commonwealth Assoc., 1977) predicted a site density ranging from less than 1 to 8 for the upper Colorado between Gore and State Bridge. However, sample blocks in this area were few (sampling in other areas adjacent to the Colorado River predict 24-27 sites per square mile.

Minerals

The majority of sections within the river corridor have unpattented mining claims, of which most were recorded in 1981. There is very little evidence of claim assessment work or mineral exploration at this time within the corridor.

With only minor exceptions, the river corridor between Twin Bridges and State Bridge is the only area under lease for oil and gas. Within the past two years no applications to drill have been received.

Land Uses

Numerous right of ways and land use permits exist within the river corridor. They are for such uses as telephone lines, power transmission lines, railways, and sand and gravel free use permits for use on county road repairs and maintenance.

Most of the public land within the river corridor is also under a 1938 power site withdrawal. To the present time no development of power site facilities has occured. As a part of the Windy Gap project, the Colorado Water Conservancy District and the Colorado River Water Conservation District are proposing to construct the Azure project at the east end of Little Gore Canyon (approximately 1&1/2 miles down river from the Pumphouse). This project would involve a dam and reservoir which would flood the Pumphouse Recreation Area (see assumptions in Part II relating to this project).

Grazing

There are several grazing leases within the corridor between the Pumphouse and State Bridge; however, only two of these are immediately adjacent to the river in high use areas. The Colorado Division of Wildlife acquired several ranches in the upper end of the corridor and retired the grazing leases for public lands that were associated with these ranches.

D. RECREATION ENVIRONMENT AND VISITOR USE

Recreation Supply †

Segments of 27 rivers within the state of Colorado have been identified as whitewater boating resources. The majority of those segments provide boating opportunities only during spring runoff because water diversion or impoundment results in inadequate flows for late season boating opportunities. Future development of water projects on a number of those 27 river segments could further reduce the availability of whitewater boating opportunities whithin the state. In addition to adequate river flows, the lack of public access, public land, navigable waters or presence of management restrictions or limitations further reduce the opportunities to participate in whitewater boating activities.

The upper Colorado River provides a flow adequate for boating from mid-April to mid-October in average snow pack seasons. Although the river is considered to possess recreational waters rather than whitewater, it does provide for considerable boating opportunities. Boating opportunities are enhanced by the presence of approximately 40 miles of public land within the 60 mile long river corridor, where no managerial limitations have been imposed on the amounts or season of use and by the numerous private land owners who provide for river access on their properties.

Recreation Opportunity Spectrum Zones

There are only two setting opportunity classes within this RMA (Roaded Natural and Semi-Urban). The Semi-Urban class is located upstream from McCoy while the Roaded Natural class is located from McCoy to Dotsero.

The entire river segment has moderate capabilities to generate use for fishing and rafting. Most of the moderate to moderately high support unit capabilities lie within the Roaded Natural setting. Moderate capabilities for geologic and cultural resource interpretation and wildlife viewing are included in both setting opportunity classes. All the low activity opportunity classes (varied topography and landscapes) are located in the RN class. However, these add diversity to a person's experience along this river corridor.

† A summary of existing and potential recreation use sites within the river corridor is located in the appendix.

Recreation Demand †

In the past ten years, the sport of whitewater boating has become a popular summer recreational activity. During that time, boating use on the upper Colorado River has increased by approximately 485%. Initial growth was almost exclusively in the commercial outfitting business. Recently, use in privately owned crafts has shown an equal growth rate to commercial business. This trend is expected to continue as equipment becomes more available and less expensive. Kayaking and whitewater canoeing have also become popular, adding to the increase in private use.

Whitewater Boating Use in the 1981 Season*

	Commercial Use	Private Use	Total	Commercial Outfitters
Kremmling Resource Area (Pumphouse to State Bridge)	26,964	8,089	35,053	33
Glenwood Springs Resource Area (State Bridge to Dotsero)	6,259	771	7,030	11
	33,223	8,860	42,083	44

* user days

Whitewater Boating Use Trend 1965-1981

Year	User Days	Increase	Outfitters	Increase
1965	2,000	--	2	--
1970	5,500	175%	5	150%
1976	30.000	445%	31	520%
1981	42,000	40%	44	42%

† A summation of user characteristics, preferences and attitudes toward river management is located in the appendix. The discussion identifies both overall visitor attitudes and the differences between attitudes of commercial and private users and users on different segments of the river.

Whitewater Boating Use Projections

The "1980 Colorado Whitewater Boating Use and Economic Impact Study" (E.R.T 1980) determined that boating use in Colorado has increased 58% since 1976 at an annual rate of 11.6%. Actual visitor use figures for the upper Colorado River indicate a similar rate of increase and support the growth trend. Presented below are projections for visitor use increases for the next ten years. Three growth scenarios are presented representing the states average, 3% less and 3% above that average.

Projected Use for Whitewater Boating on the upper Colorado River, 1981 - 1991

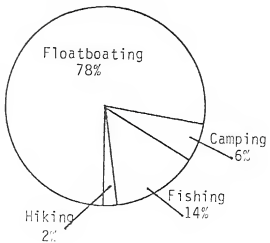
Annual Increase	1981	1986	1991
8.0%	42,000	58,000	75,600
11.6%	42,000	66,360	90,720
15.0%	42,000	73,500	105,000

Increased access availability, provision of information on opportunities and water impoundments reducing boating oppportunities on other rivers within the state should result in continued use increases on the upper Colorado River.

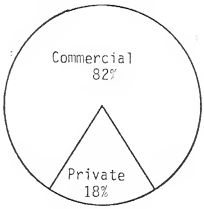
Because of the recreational character of the whitewater and high percentage of established commercial boating business, the existing visitor profile of the upper Colorado river is not expected to dramatically change over the next 10 years. Some increase in the amount of kayak and canoe use is expected to occur, especially on the lower river segments and a temporary increase in use is expected during the highway construction period in Glenwood Canyon when river access there is not available.

RECREATION USE AND TRENDS

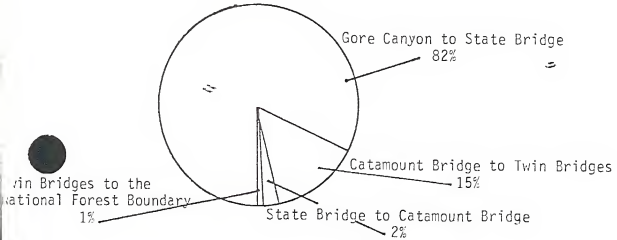
Existing Use



Floatboating Use



Floatboating Use by River Segment



User Characteristics and Preferences

A number of indepth research studies have been conducted to determine user characteristics and preferences on the upper Colorado river. As a part of the National River Recreation Study (North Central Forest Experiment station, USDA Forest Service) the BLM sampled recreation users during the 1978, 79, and 81 seasons to determine user characteristics and attitudes toward management actions. In cooperation with Colorado State University, a study was conducted in 1979 to gather data on visitor preferences for activities and environmental settings. The combination of data collected from these two studies and recreation use data collected by the BLM provide a data bank that will be used to guide river management actions and decisions made in this river management plan and evaluating the effectiveness of the river management program.

The series of charts and tables that follow are a synopsis of the data that has been collected. The complete text of studies are located in both the Kremmling and Glenwood Springs Resource Area offices.

It is important to understanding the data and conclusions that the reader consider the following points.

1. Studies conducted on Pumphouse to State Bridge section were done during the 1978, 79 seasons. Since that time, major improvements have occurred at the Pumphouse river access site. Additionally, use on that river section has increased on an annual basis of approximately 8 %.

2. The study conducted in 1981 from State Bridge to Dotsero was done during a season of low and irregular water flows.

3. Sample sizes were essentially the same for both river segments. The 1979 study was used when possible for the Pumphouse to State Bridge section.

Visitor Profile

There appears to be no significant difference between river sections in the characteristics of river users and uses. Approximately 80 to 90 percent of the total river use is commercially outfitted visitors, floating in rafts on one-day trips. The trip is generally their first on the upper Colorado River. More than half of these visitors come from the Denver Metropolitian area with family or friends. These visitors are usually grouped in numbers of 20 to 50 people.

Private parties generally float in rafts with a increasing number floating in either kayaks or canoes. Although the majority of private trips last only one day, there are a number of people who spend one or two nights on the river, especially when floating below State Bridge. The size of private groups is predominately less than 10 people but the Pumphouse to State Bridge section does attract some private groups of 10-20 people.

The Pumphouse to State Bridge segment receives approximately 80 percent of the total visitor use. Below State Bridge, the majority of use occurs in the Catamount Bridge to Twin Bridges area.

A large percentage of commercial and first time users consider viewing scenery as important as running the rapids. Factors which may contribute to this preference are the striking differences in geologic formations and the relatively low whitewater difficulty of the river.

Problems Encountered by the Visitors

Generally, visitor felt major problems encountered on the river were facility orientated. Inadequate toilet facilities, poor quality, crowded or unmarked campsites, and the lack of drinking water were the most mentioned problems from commercial and private visitors on both river segments.

In addition to these problems, the visitors on the Pumphouse to State Bridge river section commonly mentioned too many people on the river, litter, and railroads as items they felt posed problems.

Visitors on the river section below State Bridge strongly emphasized campsite problems, in addition to littering, inadequate brochures, roads and railroads within sight and unskilled visitors on the river as items of concern.

It must be assumed that visitors responded to campsite problems when those sites were being used as day use sites since the majority of river use is not overnight use.

Although the large majority of river users do not feel the environment is being damaged by recreationists, they did indicate seeing litter soil erosion, pollution, campfire scars, and vegetation distruction occurring. It is assumed that these problems are those the visitor are most aware of and most sensitive to.

Are Visitors Feeling Crowded?

On the river segment between Pumphouse and State Bridge, there is only one major put-in point and two major take-out points. Thus, visitors tended to see more people at the put-in points and fewer at take-out points. Below State Bridge, there are two major put-in points and one major take-out point. Thus visitors saw a smaller number of people at put-in points and at take out points because groups are better dispersed. Since there are fewer floatboaters on this section, the numbers of people seen is less than on the upper river section.

In general, most visitors reported seeing neither too few or too many visitors with some indication that too many visitors rather than too few were seen. Visitors at the Pumphouse put-in site more than anywhere else on the river, felt they saw too many people. Privately outfitted visitor much more than the commercially outfitted felt they saw too many people.

These trends appear to be similar to the expectations visitors had about the number of people they would see. Generally, people saw the number of visitors they had expected or more. Visitor on the Pumphouse to State Bridge river section and especially at the Pumphouse put-in point saw more or far more people than expected.

Visitors opinions were equally split on restricting the number of people using the river. Below State Bridge there was slightly more support than opposition for use restrictions.

Management Actions the Visitors Support

There was virtually no difference between levels of support for management actions between river segments or types of river users. Listed below are ten management actions which received the most support and five which received the least support.

Management Actions Receiving The Most Support	Management Actions Receiving The Least Support
1. Require people to carry out their own trash.	1. Prohibit wood fires altogether.
2. Allow wood fires only at designated spots.	2. Prohibit camping along the river
3. Prohibit motorized watercraft on the river.	3. Have each group assigned where they are to camp.
4. Require every group to have approved first-aid equipment.	4. Provide more points of public access to the river.*
5. Allow camping only at designated locations.	5. Prohibit the use of cans and other non-burnables.
6. Develop short hiking trails at points along the river.	
7. Provide campsites at put-in and take-out points.	
8. Provide more information identifying facilities.	
9. Allow camping only at designated spots.	
10. Post warning and advising of hazards signs.	

*It should be noted that provision of more public access to the river was identified as an issue in RMP scoping meetings.

Visitor Preferences For Activities and Environmental Settings

The following information has been summarized from the 1979, Recreation Opportunity Spectrum User Preference Study Form Vistors who indicated their preferred activity to be either rafting or kayaking on the upper Colorado River.

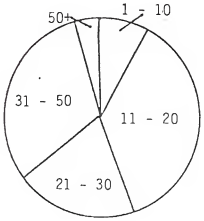
Visitor preferences for activities were rafting, kayaking, camping near their auto, fishing and photography.

Visitors expressed a dislike for an environmental setting characterized by the term rural. This environment is heavily modified and regulated and where evidence of and contacts with others is common.

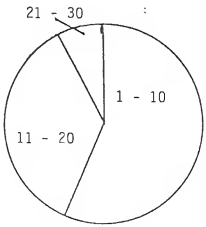
Visitors expressed a preference for an environment that is remote, few contacts with other users, managed with a minimum number of regulations, development of only those facilities needed for resource protection, free of motorized use, and areas where the environment generally appears to be natural. These preference attributes are not characteristic of the river environment thus indicating that management actions should strive to limit the social and managerial influences on river users.

FLOATBOATING GROUP SIZE

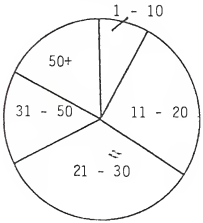
Gore Canyon to State Bridge
Commercial Groups



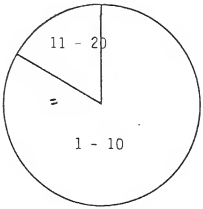
Gore Canyon to State Bridge
Private Groups



State Bridge to National Forest Boundary
Commercial Groups



State Bridge to National Forest Boundary
Private Groups



3. SUPPLY DEMAND ANALYSIS

Prior to any analytical discussion of supply and demand it is appropriate to elaborate on two assumptions that will place the analysis in proper context for the reader.

1. On River and Off-River Use

While floating on the river, boaters are under the jurisdiction of state boating statutes, regulating equipment and behavoir responsibilities. Once off the river and on public land the jurisdiction changes to the BLM. Regardless of jurisdictional differences, this plan will consider both on and off river aspects of managing the river corridor. This is necessary because it is important to address and consider both safety and social encounters of visitors off and on the river.

2. Visitor Preferences and Attitudes

The most limiting factor in determining the optimum carrying capacity for the river corrider is visitor preferences and attitudes on the physical, social, and managerial environment. Those attitudes reflect a desire to participate in an environment characteristic of a more primitive setting than presently exists (ie. less social contacts, fewer management constraints and a more natural surrounding). To respond to the satisfaction of the visitors, management will emphasize those action that are in concert with visitor preferences.

Establishing an optimum carrying capacity for the river corridor would be an extremely difficult task with only limited utility. Because of the amount of private land along the river and the number of private land owners involved in providing services to boaters, the Bureau can not effectively regulate the total number of river users at any point in time. Thus, this plan will establish an approach that responds to the number of expected visitors and recommend actions that will be used to maintain the social, physical and managerial environmental preferences, rather than establishing a river capacity or recommending limiting the total number of users.

Total river use allocation or rationing will not occur on the upper Colorado River because the Bureau does not control all adjacent land, a carrying capacity has not been established, user preferences indicate opposition to control of total river use and such an action would not be in concert with management objectives for the area.

Supply and demand is analyzed both for the entire river corridor and by river segment. The river has been divided into four segments. They are, Gore Canyon to State Bridge, State Bridge to Catamount Bridge, Catamount Bridge to Twin Bridges and Twin Bridges to the National Forest Boundary. These segments represent the most commonly run one day trips, each having distinctly different character in water, topography, and management needs. Because of these differences, the four river segments will be addressed individually in the remainder of the plan (supply/demand analysis and management actions chapters).

River Overview

Whitewater rivers create a unidirectional and linear pattern through which all visitors travel at the same approximate speed and in the same direction. Thus, a visitor encounters only those visitors who launch at the same time or/and those who are passed at stops. The management of launch and use sites thus becomes the key to the number of visitors encountered on the river, even though a visitor spends only a very small amount of time at those sites compared to the total length of stay on the river.

There are presently 13 river access sites developed within the corridor, 5 are public and 8 are privately operated. A total of 43 sites have been identified as suitabele for lunch or overnight stopping, 34 on public land and 9 on privately owned land. 7 of those sites serve both use and access functions. Of the 42,000 users days that occur on the river, approximately 82% are commercially outfitted visitors floating on one day trips between the Pumphouse and State Bridge. Between 55% and 65% of those visitors are from the general Denver metropolitan area.

The visitors place equal value on viewing scenery and running rapids for the reason they decided to take their trip. They are generally satisfied with the experience but they do feel some what crowded at put-in points (especially on weekends). Even though the visitors participate in an environment that is heavily influenced by man and his activities, they have expressed a strong preference for natural appearing surroundings with infrequent encounters with other visitors or evidences of direct management controls.

With the cooperation of commercial outfitters the river corridor can be managed to provide the environmental setting visitors prefer without imposing direct restrictions on the number of visitors or the locations they wish to use. This can be accomplished through management emphasis being placed on dispersing visitors in time (either launch or season) and through space (use areas or put-in points) and through the provision of numerous points of available access and use sites. The 60 mile long upper Colorado River corridor with six months of boatable water and ample public land provides a resource base both suitable and capable of providing the type of experience preferred for the projected number of visitor the river may attract.

Gore Canyon to State Bridge

Almost all of the 17 miles of this segment are on public land (either BLM or Colorado Division of Wildlife), with the major exceptions of Rancho del Rio, State Bridge, and other small areas upstream. The most popular floatboating areas on this segment are Little Gore Canyon, Red Gorge, and the stretch below Yarmony Bridge because of the whitewater opportunities. Gore Canyon above the Pumphouse provides challenging opportunities to experienced kayakers. These areas are generally inaccessible by vehicle; however, the presence of the railroad throughout results in a roaded natural setting.

River access is provided on public land at the Pumphouse and Sheephorn Creek and on private land at Rancho del Rio and State Bridge. Access availability has remained stable at both of the private areas, however, both are presently for sale (1982).

There are ten camp/picnic sites on public land along this segment. All of these sites are accessible only by boat or foot. The most popular of these sites are the Island and Bench below Red Gorge and the Cable Rapid cabins below Yarmony Bridge. Most, if not all, areas on public land suitable for either day or overnight use have been "discovered" and are being used.

The upper 14 miles of the river continues to be the most heavily used segment with some 80 percent of the total use originating here. Virtually all of the private use (approximately 90 percent and approximately 80 percent of the commercial use) is generated on this segment. This situation is likely to continue because the upper segment is closer to the Denver area and the resort communities in Grand and Summit Counties. In the surveys conducted since 1978, visitors indicated that overcrowding at access sites and on the river, especially on weekends, is becoming a concern. In fact, the Pumphouse launching areas are at capacity on Saturdays in June and July (with the influx of private users) and reach near capacity on other days throughout the sesaon. Inadequate toilet facilities, both at access points and along the river was the most frequently identified problem by both commercial and private users. Installation of vault toilets at the Pumhouse and the proposed instalation of pit toilets at the Island and Bench areas will have resolved much of this problem. Sanitation at other river use sites is and will continue to be a problem. Visitors also indicated increasing awareness of site degradation and litter. In terms of the recreation opportunities provided by the river environment, visitors indicated a desire to see the existing type of activity opportunities (i.e., floatboating, camping, fishing) and settings (i.e., roaded natural and rural) maintained. In the case of settings, the more resource dependent end of the Recreation Opportunity Spectrum was preferred.

In the survey conducted in 1978 and 1979 on this segment of the river, users were generally neutral (i.e., evenly split between those who supported and those who opposed) on taking direct actions such as assigning launch times to achieve better spacing or restricting the number of people using the river.

However, several commercial outfitters have expressed concern that the river, its access sites and other use sites are reaching their capacity, especially on weekends. The surveys indicate that this view is held by a large portion of private users, while it is not as important to commercial passengers. Competition for popular use sites, such as the Island and the Bench, is increasing.

This implies that management should take actions to reduce crowding as necessary. Specific measures need to be taken to alleviate crowding at the Pumphouse, at popular use sites, and on the river itself. Actions are also necessary to prevent site degradation and correct problems such as sanitation and litter that are associated with concentrated user densities. Any actions taken should recognize the preferences of users to preserve the relatively natural environment that presently exists. Existing modifications (e.g. the railroad) limit the Bureau's ability to offer more resource dependent or primitive opportunities. Indirect management actions should be emphasized over direct actions. (Indirect actions are designed to bring about desired results without imposing restrictions on users.)

B. State Bridge to Catamount Bridge

Approximately six of the sixteen miles of this river stretch are public land. The first seven miles of this segment are adjacent to Colorado State Hwy. 131 and the towns of State Bridge, Bond and McCoy, resulting in a semiurban setting. The river corridor here is relatively broad with a large portion of the valley floor in either residential or agricultural use.

Private river access is provided at State Bridge, Bond, and Copper Spur. Of these three sites only State Bridge has remained a stable supplier of river access. Access is generally available at these only to commercial outfitters and a fee is charged for access.

The public land provide access and support facilities at both ends of the river segment and six camp/picnic sites are currently being used regularly while the other four are potential use areas. This river segment receives 840 user days or 2 percent of the total river use.

The majority of commercial use occurring on this segment is originating on the Pumphouse segment and floating to the private access points near Bond. These trips usually only occur during high flow times of the season when floating to State Bridge does not make a long enough commercial day trip. Private users of this segment either begin at the Pumphouse and use the BLM State Bridge site for egress or camping, or ingress at State Bridge and float to Catamount Bridge.

This segment has remained somewhat less popular than others because it possesses less whitewater and a more limited amount of public land. However, the use sites that exist are accommodating a large number of visitors; the "slower" water has a high potential for fishing and swimming and opportunities do exist for hiking up some of the drainages into the Pisgah Mountain area. This segment could relieve use pressure from the Pumphouse segment if more people began their trips either at Rancho Del Rio or Radium and floated day trips to the Bond area. This segment is also suitable for private boaters with less whitewater experience, and canoers. Users wishing to take two day trips find this segment a good warm-up to the Catamount Bridge to Twin Bridges segment.

C. Catamount Bridge to Twin Bridges

Approximately 12 of the 13 miles of this river stretch are on public land. The majority of the river corridor along this segment is within an incised canyon and paralleled by a county road and railway resulting in a roaded natural setting.

River access is provided on private land at Burns, Derby Junction and Twin Bridges. Access opportunities at Burns has remained stable and a fee is charged for river access. Management of Derby Junction has remained very unstable with availability and cost of access fluxuating each season. The Twin Bridges site is located on a private land parcel.

Seven camp/picnic sites on public land occur along this river segment. Four of these sites are accessable by boat only while the other three are accessable by either boat or vehicle. All seven sites currently receive use during the season and no additional potential use sites have been located on this segment. This river segment receives 6,300 user days or 15% of the total river use.

This river segment is the base of operation for six commercial outfitters who run almost exclusively between Catamount and Twin Bridges. Over the past several years, this segment has become more popular with both commercial and private users, a number of which prefer to avoid the more crowded upper river segment. A more active management role that has provided adequate river access points and information on opportunities available has added to the increased popularity.

At high flow periods, the majority of users access the river at Catamount Bridge to provide a full day trip to Twin Bridges. As flows decrease, a substantial number of users access the river near Burns rather than Catamount Bridge to decrease the floating time to Twin Bridges.

All commonly used egress points on this river segment are on private land. Commercial outfitters generally use an egress point at Alamo Creek where a fee is charged and private users egress at a site used in trespass just below the Twin Bridges.

The Bull Gulch and Jack Flats drainages provide excellent opportunities for hiking, photography and viewing raptors with their steep and colorful cliffs and rock formations. Opportunities for swimming and fishing also exist along the entire river segment. Rodeo rapid, visable from the county road, attracts numerous spectators watching and photographing boats passing through the rapid. This river segment is also becoming a popular area for kayakers and canoers.

With the addition of an adequate public egress point, this river segment would possess an extremely high capacity because of the numerous ingress points and use area. These ingress points and use sites provide for adequate spacing on the river to reduce congestion, visitor encounters and the probability of occupied use sites.

D. Twin Bridges to National Forest Boundary in Glenwood Canyon

Approximately ten of the 23 miles along this river segment are located on public land. The lower portion of the river corridor is a wide valley with the majority of the privately owned lands in agricultural production. This segment is within a roaded natural ROS class setting between Twin Bridges and Dotsero and a semiurban ROS class setting between Dotsero and the National Forest boundary.

River access on private land is occuring only at Sweetwater Creek. Access is generally only available to commercial outfitters and opportunity has remained stable over the past seasons.

A river access point has been constructed at the I-70, Dosero exist and is maintained by the State Highway Department.

Seven BLM sites are located along this river segment. One of the four sites accessible by both vehicle and boat is a developed river access sites. The three sites acessible by boat only are potential sites that presently do not receive use. No site inventory has been conducted between Dotsero and the National Forest boundary.

Construction of a four-lane interstate highway at the east end of Glenwood Canyon is scheduled to begin in the spring of 1982. The four-lane interstate construction between Dotsero and the east end of Glenwood Canyon was completed in 1981. Associated with the highway construction through Glenwood Canyon, several river access points will become available for use by the general public. These access points and associated facilities will be constructed and maintained by the State Highway Department. Significant use of the river segment between Dotsero and Glenwood Canyon is not anticipated to occur until the highway construction is completed through the canyon in approximately 1990.

This river segment receives less than 1% of the total river use. The segment possesses extremely high capabilities to accommodate visitors. River use sites are large and commonly found, a number of whitewater rapids are present though not visable from the road, fishing and swimming opportunities are excellent as is the diversity of geologic scenery found along this river segment.

This river segment provides an alternative use area for the more crowded segments above, an opportunity for canoeing and kayaking (especially for beginners) and is expected to receive more use as highway construction in Glenwood Canyon limits river access opportunities.

Part II MANAGEMENT DIRECTION

MANAGEMENT ACTION CATEGORIES

Issues	Land Tenure Adjustments	ORV Designations	Other Designations	Emergency Services	Information Interpretation	Permits	Resource Manipulation and Rehabilitation	Site Development	Visitor and Resource Protection
1. Access needs at: State Bridge Twin Bridges Ruins Medium	1	1					1	1	1
2. Identification of public land boundaries to prevent trespass conflicts.					2				2
3. Identification of river, sites, hazards, regulations.			3		3				3
4. Provision of facilities to prevent resource exploration locations, types, development level.					4	4	4		
5. Provision of sanitary facilities at both ingress/egress points and heavily used remote camping and day use sites.								5	5
6. Noncompliance with state boating regulation; roles and responsibilities for enforcement.			6		6	6			6
7. Crowding at: River access sites Camping day-use sites On the river					7	7		7	7
8. Availability of drinking water.								8	
9. Litter along river.					9				
10. Outfitters running without permission.						10			
11. Cost of commercial permits (user fees) and how fees are spent which are collected.						11			
12. Conflicts between private and commercial users.					12	12			
13. [illegible] allowed, impacts of rings, [illegible] potentials.					13				13
14. Hazards of crossing or being on railroads or county roads.					14				14
15. Vandalism of historic and cultural sites.		15	15		15		15		15
16. Vandalism of facilities.					16				16
17. Camp/use sites in flash flood drainages.		17	17		17			17	17
18. Dangerous access roads. State Bridge		18	18		18			18	18
19. Harassment of wildlife.					19				19
20. Search and rescue roles and needs.			20		20				20
21. Cutting live vegetation for firewood fuel.					21				21
22. Carrying capacity at river sites.					22	22	22	22	22
23. Need for floatboating easements.		23			23				
24. Land acquisition needs.		24							
25. Management of BOR lands adjoining the river.		25							

B. General Objectives (also see the management prescription, Chapter III)

Management objectives for the upper Colorado River Special Recreation Management Area are outlined by the proposed land use decisions in the Kremmling and Glenwood Springs Resource Management Plans (RMPs).

The general management objectives for a Special Recreation Management Area (SRMA), as defined by Bureau policy, are to provide the public with scarce recreation opportunities that would not be available without management actions, reduce resource damage, solve visitor and safety problems, and mitigate conflicts between users.

The specific management objectives for the upper Colorado River SRMA are the following:

To provide recreation activity opportunities for floatboating and related activities (i.e., fishing, camping) in roaded natural and rural settings as defined by the Recreation Opportunity Spectrum. Management actions will emphasize maintainance of the existing roaded natural and rural settings and activity opportunities (see appendix 2). Specific management actions to meet these objectives will emphasize:

1. Providing access to high value activity opportunities for floatboating, camping, picknicking, and fishing.

2. Facility development and visitor management designed to protect resource values, provide for visitor safety, and reduce user conflicts.

3. Continue providing these recreation opportunities within a 2-3 hour drive of the Denver metropolitan area.

The following sections outline the constraints and assumptions that affect management actions undertaken to meet these objectives.

BLM has adopted the Recreation Opportunity Spectrum as the foundation for recreation planning. The spectrum has six classes, two of which are found within the upper Colorado SRMA. The description of these classes is found in the Appendix.

C. Management Constraints

1. Bureau Policy

The following excerpts from the Bureau's recreation management policy (Bureau Manual 8300) establish the framework for management actions in Special Recreation Management Areas:

a. Special Recreation Management Areas.

In response to public issues and management concerns, a small portion of public land may receive special or more intensive recreation management. Major investments in recreation facilities and visitor assistance are authorized in these areas for dealing with identified issues and concerns and subsequently defined management objectives. These objectives must be related to reducing resource damage, solving visitor health and safety problems, mitigating conflicts, or providing the public with scarce recreation opportunities that are unavailable without management.

b. Recreation Facilties.

1. Types Provided.

The Bureau's primary emphasis in recreation investment is on those types of facilities needed to make resource-dependent recreation opportunities available to the public (e.g. campgrounds, picnic sites, sanitation facilties, trails, information displays). Investments are not made to provide facility-dependent types of opportunities such as spectator sports, golf, tennis, swimming, etc. Large interpretive centers are normally not provided.

2. Investment Criteria.

(a) Bureau Jurisdiction. Before making any major investment in recreation facilities, the Bureau must have administrative jurisdiction over the land and, to the greatest extent possible, over the water rsource base either through land ownership, cooperative agreements or other legal means to ensure the long-term use of the investment for the proposed recreation purpose.

(b) Cost-Effective Investment. Major investments in facilities are made only when they are the most cost-effective or expeditious way of resolving significant recreation issues and concerns and achieving management objectives. Concessionnaire development must be sought when it is determined that recreation management objectives can be more cost-effective and expeditiously achieved through private sector development (see BLM Manual Section 8321).

c. Facility Use Fees.

Federal recreation facilities are constructed only to aid private rather than commercial or competitive use. Where it is cost-effective, fees are charged for the use of these facilities to ensure that the public receives a fair and equitable return for the investment (detailed guidance on fee site criteria and setting user fees based on the concept of comparability is provided in 36 CFR 1227).

d. Design Specifications.

Facility design must reflect an appropriateness or fitness for its intended environmental setting; meet Federal, State, and local standards for health, safety, and handicapped access; and provide for the lowest possible maintenance costs (see BLM Manual Sections 1112, 9102, and Departmental Manual 485).

e. Maintenance Requirements.

Recreation investments are maintained in compliance with health and safety standards prescribed by local, State, and Federal regulations and at a level which protects the Bureau's investment.

f. Visitor Assistance.

1. Safety.

Since some degree of risk is inherent in many recreation activities (and may even be an attractive aspect of some of them), and protection of life and property is primarily the responsibility of State and local authorities, the Bureau meets its visitor safety obligations by working in an integrated effort with other Federal, State, and local authorities (see BLM Manual Section 112 and Departmental Manual 485).

2. Emergency Assistance.

To provide public land visitors with emergency service in an efficient and expeditious manner, the Bureau cooperates with state and local governments and other concerned organizations and individuals. Use of Bureau personnel and equipment is authorized for this purpose.

g. Visitor and Resource Protection

1. Protection Methods.

Before direct supervision or other forms of regulation are applied, cooperative efforts with user groups, volunteer efforts, information, site design and other indirect methods are used. Law enforcement is provided primarily through cooperative efforts with local law enforcement officials, but use of Bureau personnel and equipment is authorized for this purpose when State and local officials are unable to provide law enforcement protection .

2. Permits and Fees.

Special recreation permits are required for all commercial use, major competitive recreation events and when necessary to meet management objectives in special recreation management areas (see 43 CFR 8372). The option of requiring permits from private users is also available to assist in meeting management objectives.

h. Information and Education

Maps and other types of information on public land recreation opportunities are made available to interested individuals and organizations. Interpretation and environmental education may be provided in special recreation management areas when they can effectively aid in the achievement of management objectives.

i. Acquisition

Lands may be acquired for only a limited number of recreation-related purposes. In these situations, land exchanges and easements must be sought before resorting to fee acquisition.

1. Access. Acquisition to provide recreation access to public lands is sought only when the existence of a substantial public need is documented and when a sufficient supply of similar opportunities is not readily available in the region.

2. Other Recreation-Related Purposes. Acquisition of land for recreation-related purposes other than access is sought only in special recreation management areas when key tracts are essential for securing unique or scarce recreation values and opportunities.

In addition to Bureau-wide policy, the following policy is excerpted from Bureau policy for Colorado (8372 Manual):

It is Bureau policy in Colorado, to the extent that adequate manpower and funding capability exists, to require Special Recreation Permits for all commercial use, competitive recreation events and from private users as necessary, to meet management objectives.

For long-term or recurring uses and events, five-year permits are issued with a simple annual operating license provision for administration of the permit.

The need for direct regulation, or use allocation, is addressed through the Recreation Area Management Planning (RAMP) process before it is incorporated in the Special Recreation Permit process. All evaluation of need for use restrictions follow the procedure outlined in the manual supplement. First, carrying capacities are determined. Then, all appropriate indirect visitor and resource management methods are employed to accomplish management objectives. Lastly, direct methods of regulation, or use allocation, may be employed, but only after all non-allocation management alternatives are exhausted.

Consideration of need for direct regulation of river-related use on the public lands in Colorado only has validity in relation to the use of specific sites/areas, especially where the Bureau does not administer the entire shoreline of a given river segment, or of all the acreage in a particular Recreation Management Area. Total river use allocation is only applicable where the Bureau administers all adjacent lands, or has control of these lands through easements or cooperative agreements.

The Special Recreation Permit process is not used to grant exclusive recreation use privileges of any site/area of the public lands to a single outfitter, user, or group except in the case of specialized uses or special events (e.g. short-term competitive or commercial events such as kayak races, speed skiing championships, etc.)

D. Planning Assumptions

Based upon the policies and constraints outlined in the previous section and other considerations, the following assumptions were made to guide the planning effort:

1. The provision of management services and recreation opportunities will be limited to those areas where a dependency exists on public land for their availability and where the opportunities would not duplicate or preclude the provision of a similar type opportunity being offered by the private sector.

2. Private land owners can enhance or deny opportunities by providing access and facilities or by limiting access to and on the river. These conditions and costs are subject to change with existing land owners or in change of ownership.

3. This plan was prepared on the assumption that the current type of opportunities will be maintained. Any major change in the type of opportunities resulting from impoundment projects (e.g. Azure Project) would necessitate a revision to the RAMP.

4. The BLM concentrates management the public lands adjacent to the river. Boating safety laws and their enforcement is the primary responsibility of the State of Colorado through the Division of Parks and Outdoor Recreation. BLM works cooperatively with the State on matters related to boating safety.

5. Public land holdings in the corridor are concentrated between Gore Canyon and State Bridge and Catamount Bridge and Twin Bridges. In addition, these two areas receive the greatest number of visitors and will thus receive the greatest intensity of management. Public lands along the river in other locations will receive a lower level of management, but will remain an important supplier of opportunities. These other river sections are also expected to receive more visitors in the future as crowding on the popular river sections intensifies and as more people "discover" the other river segments.

6. Emmert Decision. On non-navigable streams, an owner of land on both sides of the river also owns and controls the river surface (Colorado vs. Emmert, Colorado Supreme Court Decision No. 28235). Therefore, an owner (or manager) of both sides of a non-navigable river can regulate passage along the stream.

7. BLM has no control over stream flow (e.g. reservoir releases) which greatly affects the recreation experience and level of visitor use from season to season.

8. Existing roads, railways, and transmission lines will prevent alteration of the physical environmental setting toward a more primitive setting which is preferred by recreation users of the river corridor.

9. Sufficient data exists to prepare a recreation area management plan. A few of the documents which will be used include: (1) RMP Issues and inventory, (2) National River Recreation Study, 1979 and 1981, (3) Recreation Opportunity Spectrum User Preference Study, 1979, (4) historical data on river use and (5) Interim Management Plan. No additional data other than input received at public meetings will be collected for the preparation of this plan.

10. This plan will not address the issue of motorized watercraft on the river. At present, motorized watercraft do not use the river. Should the use of motorized watercraft begin, the Bureau will coordinate with the Colorado Division of Parks and the River Advisory Board to determine the policy for the use of motors on the river.

11. To comply with state and county health regulations, vault toilets will be used as a standard for the provision of sanitary facilities. An exception to this standard will only be allowed as a temporary measure at the Bench and Island campsites because these sites require facilities and are not accessible by road. When funding and technology are available, the pit toilets will be replaced with vaults.

Part III MANAGEMENT PROGRAM

MANAGEMENT PRESCRIPTION

The management approach for the river corridor will emphasize the use of indirect visitor management measures to meet management objectives. The measures will be designed to allow visitors the freedom to choose the activities, locations, and times they prefer to recreate in to reduce the managerial impacts on their experience. Cooperation with commercial outfitters, provision of information, and site supply and design will be the primary measures used to meet management objectives and maintain visitor preferences.

Management will emphasize the accommodation of visitor use by providing a sufficient number of river access and use sites to meet demand while providing for resource protection and maintenance of recreation opportunities. No restrictions or limitations will be immediately imposed on the total number of users at a site or on the river. Should monitoring indicate that excessive resource deterioration or overcrowding is occuring at an individual site, the following types of management actions would be implemented first: provide site hardening with native construction materials; information on alternate site locations, sizes, and occupancy rates, and/or the provision of an information network informing visitors of the sites scheduled to be previously occupied by either commercial or private groups that have launched. These types of actions would all be implemented prior to any consideration of individual site use limitations or closures.

The highest priority for management will occur on river segments with the largest concentration of public land and visitor use; however, management will not ignore opportunities on any river segment, especially opportunities for canoers and less experienced boaters.
Access acquisition and facility development needs will receive emphasis on the river segments below State Bridge to provide additional boating opportunities and disperse the opportunities and users equally among river segments. Access acquisition will be limited to those areas necessary for the continued provision of opportunities and assurance of resource and visitor safety. Facility development and design will also emphasize resource and visitor safety but will incorporate measures to reduce visitor encounters and maintain the natural character of the landscape through construction with natural appearing materials.

Permit requirements for both commerical and private river users will be used to collect information on visitor use, distribute information on opportunities available, encourage compliance with both permit and safety requirements, and collect revenues proportionately from users to offset managerial services and facilites required to protect resource and recreation opportunity values. Information will be the primary tool used to implement the permit system; however, enforcement authority is required to ensure adequate and equal compliance with regulations. Permit requirements for private users will also be used to encourage dispersal of visitor use to better satisfy preferences for visitor encounter levels.

The upper Colorado River is not capable of providing an environment or experience with complete isolation from the sites or sounds of man or withouta significant number of visitor encounters. The environment is capable of

providing a moderate degree of challenge and risk with some interaction within a natural environment and with the opportunity to develop and use outdoor skills. Information will accurately depict the opportunities available.

Management on the upper Colorado River will accommodate demand while emphasizing opportunities within a natural environment to develop skills and experience risk and challenge. In providing these opportunities, emphasis will be placed on limiting social encounters and encouraging sightseeing, fishing, hiking, and swimming activities along with floatboating.

PART III

THE MANAGEMENT PROGRAM †

This chapter of the plan identifies actions that will be taken to accomplish management objectives and resolve issues and management concerns. In addition to identifying the action, a justification is provided to support the action and a reference is made to the issue (see Chapter II) each management action addressess.

Actions applicable to the entire river corridor are discussed first. Following that discusion, the actions are divided into four segments for the river section that they apply specifically to.

All actions are grouped into the following categories for consistent presentation:

A. Management Guidelines for Other Resources

B. Land Tenure Adjustments

C. Off-Road Vehicle Designations

D. Visitor Services

   1. Emergency Services

   2. Information and Interpretive Services

   3. Visitor and Resource Protection Services

E. Special Area Permits

F. Site Development

G. Resource Manipulation and Rehabilitation

H. Maintenance

I. Administration

† This chapter also serves as the description of the preferred alternative for the environmental assessment. Reference the resouree management plan documents for each resource area to find a description of the other alternatives that were considered.

MANAGEMENT ACTIONS FOR THE ENTIRE RIVER CORRIDOR

A. Management Guidelines for Other Resources

1. Action: No surface occupancy stipulations will be placed on all oil and gas leases issued on developed access sites and river use sites. In addition, no surface occupancy stipulations will be placed on all leases within 1/2 mile of the river corridor on public land below State Bridge to be consistent with the Glenwood Springs Resource Area umbrella oil and gas environmental assessment.

Material sales (e.g. gravel) will be approved if they do not interfere with the recreation management objectives will be approved. Activities under the mining laws will be regulated to prevent unnecessary or undue degradation of Federal lands according to 43 CFR 3809 (Surface Management of Public Lands Under U.S. Mining Laws).

Rationale: Certain activities (e.g. mining, gravel pits, oil and gas wells, etc.) inherently conflict, depending on their location, with recreation user preferences and expectations and can degrade both the recreation resource and experience. Because recreation has been recognized as a primary land use in the river corridor, it is necessary to prevent or restrict incompatible activities from taking place in sensitive areas.

Issues: Maintenance of recreation opportunities.

B. Land Tenure Adjustments

1. Action: If use of the river for floatboating is in jeopardy due to actions by adjacent private landowners, the Bureau will take the following actions (in order of priority):

   a. Work cooperatively with private landowners to resolve problems arising from floatboating where the river crosses through private land. Actions will include signing of the public land, informing the public and outfitters of land status (e.g. river brochure), and requesting that private property be respected.

   b. Request the Corps of Engineers to determine the navigability of the entire 60 mile segment of the river.

   c. The Bureau will attempt to acquire easements where private land is on both sides of the river.
   If easement acquisition becomes necessary, priority will be given to acquisitions needed in the Pumphouse to State Bridge and Catamount Bridge to Twin Bridges segments. Easement acquisition would be undertaken and constrained by the availability of funds for this purpose.

Rationale: The Upper Colorado River has not been declared to be a navigable stream. On non-navigable streams, landowners controlling both sides of the stream also own and control use of the stream surface (Colorado vs. Emmert, Colorado Supreme Court Decision No. 28235). Therefore, landowners could close portions of the river on their land to floatboating use at their discretion. Because of the existing land ownership pattern on the river, this would effectively close portions of the river on public lands to use by floatboaters. On navigable streams the water way is open to public use.

Cooperative efforts and a determination of navigability will be used first to respond to specific closure situations. Easement acquisiton is viewed as a last resort not only because of the cost to acquire easements, but because of the precedence that would be set (i.e. all private landowners along the river may then request payment for floating through their property).

Issue: 2, 23, 24

2. Action: With the consent of the holding agency, revoke exisiting powersite withdrawals without active proposals on the upper Colorado River within the proposed Upper Colorado River SRMA

Rationale: Section 204 of FLPMA authorized the Secetary of Interior to make, modify, extend, or revoke withdrawls. The Upper Colorado River is a proposed special recreation management area and supports one of the highest intensities of visitor use on public land in Colorado. The powersite withdrawals directly conflict with managemant of the river corridor for floatboating, fishing, and camping as inundation would destroy or substantially alter the activities available on the river.

Issue: Maintenance of recreation opportunities

C. Off-Road Vehicles*

1. Action: The river corridor will be designated as open to foff-road vehicle use. Vehicles may operate on and off existing roads and trails subject to the operating regulations and vehicle standards set forth in 43 CFR 8341 and 8343 (Off-Road Vehicles). Should it be determined that ORVs are causing or will cause considerable adverse effects upon the various resources of the public land, the District Manager will use the authority under 43 CFR 8341.2 to immediately close or restrict ORV use in the affected area.

Exceptions: The road leading from Inspiration Point Flats to the river above the Pumphouse is restricted to Four Wheel Drive vehicles only. (This restriction is currently in place.) The road to the State Bridge site will be closed to travel other than administrative.

Rationale: Off-road vehicles are not currently a problem in this segment of the river corridor and limitations or closures are to be made only when the specific criteria in 43 CFR 8340 are met.

The road from Inspiration Point Flats leads to a popular fishing site approximately 1/2 mile upstream from the Pumphouse. The road to this site is only suitable for Four Wheel Drive vehicles. Because the site is small and close to the Pumphouse access site, there are no plans to upgrade the road to improve the site's accessibility.

Issue: 18

*ORV designations are required by Executive Orders. These designations will become official upon completion of the Resource Management Plans and subsequent ORV implementation plans.

D. Visitor Services

Information and Interpretation Services

1. Action: Develop and publish a river brochure, including a map of the river corridor. Such a brochure will serve many purposes: identifying land status, access points, river use sites, milages, facilities provided, hazards, regulations, management objectives, recreation opportunities available throughout the river corridor, and interpretation of the natural environment.

   The second printing of the brochure (1986) will identify suggested sites for commercial/noncommercial groups, identify site size and site occupancy rate. This information will be provided to informally reduce conjestion at camp and use sites.

   Rationale: A river brochure similar to several published on western rivers (e.g. North Platte River) is one of the most effective management tools available to the river manager. The user also benefits through accurate information, enabling better trip planning and lessening frustration after arriving at the river. With limited personnel available for river management, a brochure is a means to communicate with users, especially private users, who may never come in contact with BLM personnel. Specific management objectives can be achieved: trespass situations can be prevented by users being aware of land status; litter and sanitation problems can be prevented by users being aware of regulations (e.g. prepared to pack out their trash and properly dispose of human wastes); and use on heavily trafficked segments (e.g. Pumphouse to State Bridge) can be dispersed by users being aware of opportunities, access points, and facilities available on other segments of the river.

   Issues: 2, 3, 6, 7, 8, 9, 13, 14, 15, 17, 18, 19

2. Action: Provide informational and directional signing identifying land boundaries, hazards, recreation sites, rules and regulations and recreation opportunities. Signing will be emphasized along access routes and at developed sites. Signing along the river will be kept to a minimum.

Rationale: The need for information was identified by numerous individuals and groups. Informational and directional signs will assist the public in traveling to public lands recreation sites and facilities, identifying public land boundaries and physical land marks, and providing information on rules and regulations applicable to the use of public lands. A river brochure and signing are complementary actions and both are necessary for each to be an effective means of communicating with users. They are also cost effective ways of coming in contact with the majority of users.

Issues. 2, 3, 6, 7, 9, 10, 13, 14, 15, 17, 18, 21

3. Action: Continue to have uniformed Bureau personnel present on a regular basis in the corridor during the primary use season between Memorial Day and Labor Day.

Rationale: While a brochure and signs play a significant role in communicating with users, one-on-one contact with knowledgeable and articulate river rangers and other Bureau personnel is the most effective means of conveying management objectives and providing visitor information and assistance. (See Administration section for staffing levels, etc.)

Issues: 2, 3, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22

4. Action: Provide voluntary orientation sessions for commercial outfitters and river guides. General river management, including rules and regulations, boating safety (in cooperation with the Colorado Division of Parks and Recreation), first aid, and interpretation of the natural environment would be covered in these one-day sessions.

Orientation sessions will stress visitor characteristics, preferences and motivations and suggest how to increase visitor satisfaction. Examples of suggestions are as follows,

-Encourage trip advertisement that accurately represents the rivers' whitewater character and emphasizes the scenic, social and diversity of opportunities available on the river.

-Encourage reduction of visitior encounters at put-in, passing and lunch points through departure scheduling to lessen crowding.

-Encourage early and late soeason trips for fishing, hiking and sightseeing to reduce peak use periods and encourage diversifying opportunities to reduce or alter trip lengths and daily crowding.

-Encourage outfitter cooperation in meeting management objectives to lessen the managerial impact on visitors.

-Encourage passenger movement among boats or groupings that best meets the social objectives of the visitors.

Rationale: Commercial use accounts for approximately 70% of the total use on the river. The Bureau has and will continue to rely on the cooperation of commercial outfitters as an important way to meet management objectives. River Guides who are sensitive to the management objectives for the river are more likely to see that companies and also their passengers work to achieve the objectives. Knowledgeable boat operators can also enhance the satisfaction of their passengers on a river trip. Viewing scenery was ranked as one of the most important reasons that visitors floated the river.

Issues: 2, 3, 6, 9, 12, 13, 15, 16, 17, 19, 20, 21

5. Action: Encourage the development of a regional publication that provides information on opportunities available so that boaters can match their skills, interests and preferences with the opportunities available.

Rationale: Providing accurate information on opportunities will assist in meeting management objectives and visitor preferences. This information would be most appropriately published regionally by the Interagency Whitewater Committee.

Issues: 2, 3, 6, 9, 12, 13, 16, 19, 20, 21

6. Action: Facilitate an information netrwork that will assist commertcial outfitters and private boaters in scheduling the use of launch and use sites to avoid overcrowding. This information system will be informally organized and will uitilize river rangers, site registers and cooperative means of reducing visitor encounters.

Rationale: Cooperative efforts reducuing visitor encounters will assist in meeting visitor preferences for social and managerial settings and assist in increasing visitor satisfaction by avoiding direct regulation of use and launch sites, opposed by visitors.

Issues: 2, 3, 6, 7, 8, 9, 13, 14, 15, 17, 18, 19,

D. Visitor Services

Emergency Services

1. Action: Develop cooperate agreements with the Grand and Eagle County Sheriffs' Departments to clearly define the Bureau's role in the provision of emergency services. Bureau personnel and equipment will be used as necessary in emergency situations. The Bureau will emphasize reliable communications systems and adequate training of river management personnel in first aid.

   A reliable 24 hour communications system will be provided to BLM personnel stationed on the river either through the BLM radio net or by use of the sheriffs' department radio nets.

   Rationale: Because Bureau personnel are located in the river corridor during the summer season as the boating public is generally aware of their presence, Bureau personnel are likely to be the first contacted in the event of an emergency . This is especially true in the vicinity of the Pumphouse because it is isolated from nearby ranches and communities. As such, it is important that Bureau personnel be able to both render first aid, if necessary, and contact the proper local authorities immediately to reduce response time in life threatening situations.

   Issue: 20

D. Visitor Services

Visitor and Resource Protection

1. Action: Continue the "Pack It In, Pack It Out" trash policy for the entire river corridor including developed sites. Implementation will continue by posting signs and posters at major use areas and through dissemination of river brochures stating river rules and regulations. This policy will also continue to be a stipulation on all Special Recreation Permits issued to commercial outfitters. All river users will be encouraged to pack out not only their own trash but also that left behind by other visitors.

   Rationale: This policy has become a standard on all land not only to reduce litter but also to reduce maintenance costs. Continued complaince with the policy is expected, as it has been effective since the initiation of the river management program on the upper Colorado River. Commercial outfitters have been especially cooperative in complying with this policy.

   Issue: 9

2. Action: Develop cooperative agreements with the State Division of Parks and Outdoor Recreation and/or local sheriff offices for enforcement of the Colorado Boating Statutes and Regulations. Funding would be provided to such agencies to provide for a regular law enforcement presence throughout the primary use season.

   If such arrangements could not be worked out, the Bureau will seek to obtain, through cooperative agreement with the Colorado Division of Parks and Outdoor Recreation, citation authority for Bureau personnel to enforce the state boating regulations.

   The agreement with the Division of Parks will also make compliance with state boating regulations a condition of all Special Recreation Permits issued by the Bureau, and would give BLM the authority to revoke permits for non-compliance.

   Rationale: Heavy use of an area such as is occuring on the upper Colorado River brings with it both intentional and unintentional disregard for boating and safety regulations. Since these are state laws, it is desirable to have trained state or local law enforcement personnel available on a regular basis for enforcement of these regulations.

Rationale (cont.)

While the Bureau will continue to emphasize positive measures such as information and education to achieve compliance with state boating regulations, there are numerous situations each season, involving both commercial outfitters and private users, where enforcement authority is necessary to resolve situations in violation of state law. The Bureau must presently rely on informal arrangements with the Divisions of Parks and Wildlife for enforcement of the state boating regulations. These are mainly restricted to periodic float trips (two or three a season) with state law enforcement personnel. These trips have limited effectiveness because of their infrequency. State and local agencies are operating under similar budget constraints as BLM and do not have the personnel available for regular law enforcement activities in the river corridor. The Bureau, as lead management agency and agency with the primary presence in the corridor, has a responsibility to both inform the public of state boating regulations and to seek enforcement when necessary. Funding the increased capability of state and/or local sheriffs to participate in the management program and to provide needed services is a legitimate use of river management funds.

Issue: 6

E. Special Area Permits

1. Action: Designate the river corridor as a Special Area under 43 CFR 8372(Use Authorizations). Special Recreation Permits will continue to be required for commercial use, and a permitting system will be initiated for private users. A self-issuing permit system for private users (similar to that used in Colorado State Parks) will be implemented in 1984 on the Pumphouse to State Bridge and Catamount to Twin Bridges Segments. Permits will be required on the other two segments when private use constitutes at least 25 percent of the use and administration on a mixed land pattern is feasible.

The fees for commercial permits will be raised to $2 per user day in 1983 (a national policy). Fees for private users would be 50 percent of the commercial user fee. Starting in 1984, fees would be charged for private permits on the Pumphouse to State Bridge and Catamount to Twin Bridges segments. An informal study will be conducted in the 1983 field season to determine if delaying the private use fee on the Catamount to Twin Bridges segment would attract private boaters from the upper river segment. Should it appear feasible to meet management objectives of distributing use by delaying private fees downstream, non-fee permits will be issued until private use constitutes 25 percent of the total use.

The fee rate will be evaluated annually based on management costs and national policy. A combined analysis of recreation and economic factors relative to use fees will be conducted to determine the adequacy of the current fee structure. Procedures for the analysis are outlined in the Colorado manual 8322. The annual analysis and recommendations will be incorporated into this plan following District Manager approval.

Rationale: Declining budgets for recreation management and national policy stating that the recreation user should pay more for services and facilities provided on public land have dictated the increase in commercial user fees and initiation of permits and fees for private users.

Traditionally, private users have not been charged fees on western rivers requiring permits. This situation has caused concern among commercial outfitters who do pay fees. These fees are passed along to the commercial passenger who, in essence, is footing the entire bill for facilities and services. The private user should make a contribution for services and facilities provided on public land. However, the level of facilities and services required for private boaters is much less than that required for commercial boaters who attribute 86% of the total river use, in much larger group sizes and vehicles requiring either more or specially designed facilities and services.

Rationale (cont.)
It is also recognized that commercial outfitters do make a profit from use of the public land and there should be a return to the general public for this use in addition to paying for direct services and facilities; thus, the difference between commercial and private rates.

At 1981 use levels this fee structure would generate $48,000 in 1983 for river management, and $56,000 would be generated in 1984 with the addition of private use fees. In 1982, the Bureau will spend approximately $26,000 for on-the-ground management and sanitary facility maintenance on the upper Colorado River. The 1982 budget for river management does not include money for road maintenance, site improvement, cooperative law enforcement activities or facilities construction. If additional services and facilities are to be provided in addition to basic management and maintenance, additional sources of revenue will be needed.

Issues: 2, 3, 4, 5, 8, 10, 11

MANAGEMENT ACTIONS FOR THE ENTIRE RIVER CORRIDOR

I. Administration

1. Action: The Area Managers from Kremmling and Glenwood Springs will hold river management meetings at least once a year or more often if needed. These meetings will encourage participation from commercial outfitters, organizations representing private boaters, Grand and Eagle Counties, local land owners and the general public. The purpose of the meetings will be to identify problems or concerns, to discuss implementation of management actions and to identify preferred solutions. The meetings will also be used as a means of communicating the BLMs' management concern and new policies or procedures.

   Rationale: While good informal communication presently exists, especially with some commercial outfitters, there is a need to periodically consult with the various parties in a more organized manner, both as a means of identifying problems and as a "sounding board" for BLM. Such meetings can also increase the awareness of other party's concerns (e.g., private vs. commercial) and be an effective means of obtaining cooperation in achieving management objectives.

   Issues: 2, 3, 4, 6, 7, 9, 10, 11, 12, 14, 15, 16, 17, 20, 21, 22

2. Action: The river corridor will be managed as a unit, however, the administrative boundaries between the Kremmling and Glenwood Springs Resource Areas will be recognized for programming and budgeting purposes. All budget requests and distributions of funds, including those generated from river permits, will be coordinated for the entire corridor. Emphasis will be given to the two primary use segments of Pumphouse to State Bridge and Catamount to Twin Bridges, although the potential of the other two segments for meeting the management objectives will also be considered. The following criteria, in order of priority, will be used when developing budgets for the upper Colorado River:

   (1) Fund the base management program in each resource area at the FY82 level as a minimum.

   (2) Maintain existing sites and facilities to Bureau standards

   (3) Improve and develop projects as outlined in this plan.

Rationale: While the vast majority of the use and revenue is generated on the Pumphouse to State Bridge segment, it is important to maintain the opportunities presently available on the other segments and to consider how additional management actions, including the necessary funding, can help to relieve the use pressure on the upper segment. No funding of new projects will be undertaken unless present management levels and facilities can be maintained.

Issues: All management actions

3. Actions: Obtain citation authority for Bureau personnel to enforce resource management related regulations on the public lands (e.g. littering, unattended campfires, vandalism, failure to obtain permits, etc.). Explore the possibility of incorporating enforcement of these regulations into a cooperative agreement with local Sheriff's Departments. Violation of laws other than those related to resource management are the responsibility of the appropriate Sheriff's Department.

Rationale: It is the primary purpose of Bureau personnel assigned to the river to provide visitor information and assistance and to monitor permit compliance and use of the corridor. However, BLM must be prepared to enforce resource management related regulations in order to provide for resource protection and to ensure that the recreation opportunities sought by the public are not degraded. Citation authority will be necessary for enforcement of private use permits.

Issues: 9, 10, 13, 15, 16, 21

4.

Action: Allow unrestricted campfire use. An exception would occur when regional campfire restriction orders are in effect because of extreme fire danger. The use of fire pans, stoves and safe fire use will be encouraged in commercial permit stipulations and written and verbal communications.

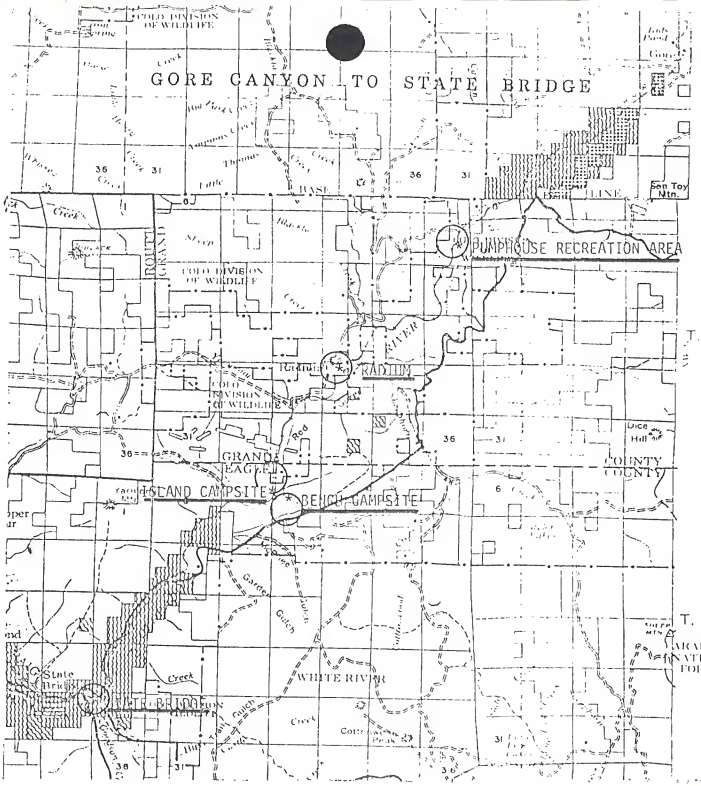
Rationale: Visitor preferences for management actions have indicated that the use of campfires should not be restricted.

At the present time, 82 percent of river visits is day use which generally does not result in construction of campfires. Although dead woody fuels for fire building are limited within the corridor, it is expected that the limited number of campfires constructed will not negatively effect the supply within the river corridor.

Issues: 13

5. Action: Continue use and resource monitoring programs within the river corridor. Formally review the management plan for adequacy no later than 5 years after implementation.

Rationale: More intensive monitoring is needed to collect the data necessary to determine carrying capacities, both social and physical, at specific heavily used sited., This information is needed before the any need for site specific use allocation can be determined. A period of up to 5 yearrs will be needed to determine if the actions in this plan are effective in meeting the management objectives. Formal review can take place earlier if determined necessary by the Area Managers.



MANAGEMENT ACTIONS FOR GORE CANYON TO STATE BRIDGE

MANAGEMENT ACTIONS FOR GORE CANYON TO STATE BRIDGE

A. Management Guidelines for Other Resources

1. Action: Livestock grazing will be eliminated or restricted where it presently occurs, at developed access sites and primary river use areas. Where leases do not presently exist on these areas no new leasing would be permitted. Livestock grazing is compatible with recreation in the remainder of the corridor.

   Rationale: Livestock and large numbers of people do not mix. Cattle grazing in primary use areas results in both real and perceived unsanitary situations.

   Issues: Maintenance of recreation opportunities and public health.

2. Action: Overflow use in the pasture adjoining the downstream launching area at the Pumphouse will be monitored during the 1982 season to see if use of the pasture by both livestock and boaters is compatible. If not compatible, use of the pasture by livestock will be phased out or restricted to the period before Memorial Day.

   Rationale: The pasture is needed on weekends primarily as an overflow launching area and may also be needed for overflow camping. Presently, livestock use the pasture until mid-June. (See site development section)

   Issues: 7, public health

B. Land Tenure Adjustments

1. Action: Develop a cooperative agreement with the Colorado Division of Wildlife for cooperative management of Division land adjacent to the river for floatboating and related activities. Such an agreement will cover the need to develop a river access site at the Radium Bridge.

   Rationale: The Division owns property adjoining the river in several key places along the upper segment of the river, resulting in the vast majority of the river corridor on the upper end being in public ownership. Division lands are different from State School lands in that they are open to public recreation use. Because the Division's lands are key to providing recreation opportunities, it is important that BLM and the Division coordinate on management and implement actions on Division land when needed to help meet the objectives of this management plan consistent with the Division's overall management objectives for these land. (The need for an access site at Radium is discussed under Site Development). In addition, the Division has different policies regarding the commercial use of their land.

   Issue: 25

2. Action: Establish the mineral character of the Pumphouse Recreation Area and other developed sites. If there is reason to suspect that locatable minerals are present and/or mineral entry is considered likely, the area will be withdrawn from appropriation under the mining laws.

   Rationale: Certain activities (e.g., mining) inherently conflict with recreation user preferences and expectations and can degrade both the recreation resource and experience. Because the Pumphouse is the major access site and use area on the upper segment, is is necessary to eliminate the possibility of incompatible activities taking place in this area. The withdrawal will also prevent public lands critical for public access, and use of the river from being transferred into private ownership through patenting of mining claims.

   Issues: Maintenance of recreation opportunities consistent with objectives of this plan.

F. Site Development

1. Action. Develop a river access site in the Radium area. This site will provide a boat launching area, two vault toilets, and a gravelled parking area for a minimum of 20 vehicles. The site should be capable of handling buses for unloading passengers and gear. Informational signing will also be provided at the site. Explore the use of Division of Wildlife land adjoining Radium Bridge or other suitable land inthe area. Until this site can be improved, the Bureau will continue to work cooperatively with the Grand County Sheriff and the DOW to provide an unloading zone along the county road near Sheephorn.

Rationale: The only public river access site in the Radium area is presently at the confluence of Sheephorn Creek and the Colorado River. The site is located on public land and only provides parking for one or two vehicles. There is no room for expansion on public land at this site because of steep topography, the county road, and private land to the west. The DOW site at the Radium bridge, about a 1/2 mile away, is suitable for development as a river access capable of handling larger numbers of people and is the only public land area available in the Radium area for such purposes.

Currently, people using the Sheephorn area, especially commercial parties, park along the county road interfering with traffic on the road. In 1981, the Grand County Sheriff posted the road "No Stopping or Standing" in response to complaints from people trying to get through to Radium. For the 1982 season, the Sheriff has agreed to post the wide shoulder near the Sheephorn Bridge as a 15 minute unloading zone. Parking will have to take place by prior arrangement on adjoining private lands or at the DOW picnic area 1/2 mile back up the road. This is an interim measure; a better permanent access site is needed. Commercial use of the Division of Wildlife area is not allowed under present policy.

Provision of improved public access in the Radium area is desirable because many users, both commercial and private users, want to have the option of floating from the Pumphouse to Radium or putting in at Radium and floating to Rancho del Rio or State Bridge. Increasing the capacity of the Radium area as a river access point will help distribute use in the upper segment and provide an alternative to the Pumphouse which is at capacity on weekends.

Issues: 1, 4, 5, 7

2. Action: Install pit toilets at the Bench and Island camping areas. (Note: this will be done during the 1982 season.)

   Rationale: Lack of toilet facilities is one of the most often identified problems.

   The Island and Bench areas are the most popular stopping areas on the upper segment for both day and overnight trips. An average of 100 people per day use the sites with as many as 200 people on weekends, the vast majority of this is day use. Most commercial overnight trips carry their waste out with them. Most day trips, both commercial and private, are not prepared to carry out human waste. With the amount of day use concentrated in these areas, sanitation is a significant probelem.

   Under current funding levels and technology, pit toilets are the only feasible measure available to immediately alleviate this problem. Pit toilets will not be used at any other locations on the upper Colorado River.

   Issues: 4, 5

3. Action: Improve the launching capacity of the Pumphouse launching areas by : (1) stabilizing the bank at the main launching area, (2) removing rocks upstream from the main launching area (near the Gore Canyon trailhead) to make the area more suitable for launching boats, and (3) continuing to use the pasture adjacent to the downstream launching areas as an overflow launching/camping area on weekends.

   Rationale: The pumphouse is at capacity on Saturdays throughout most of the summer season and near capacity on other days. Congestion will be relieved by expanding launching areas at the Pumphouse and providing better public access at Radium (see (1) above).

   Issue: 4

G. Resource Manipulation and Rehabilitation

1. Action: Continue the rehabilitation efforts at the Pumphouse Recreation Area (i.e., planting grass, in disturbed areas and transplanting trees).

   Rationale: The Pumphouse Recreation Area is the most heavily used site in the river corridor. Development and improvements made over the past three years have resulted in the loss of vegetation in the camping area. In addition, the old irrigation ditch continues to need rehabilitation. Restoring vegetation to the area, especially trees, will improve the site's attractiveness for visitors.

   Issues: 4

H. Maintenance

1. Action: Maintain the Pumphouse Recreation Area to Bureau maintenance standards, specifically:

(1) Continue to have the vault toilets pumped three times each season with the pumping dates designed to correlate with high use periods.

(2) Continue the toilet cleaning frequency of every other day during the week and every day on weekends.

(3) Keep the area in a litter-free condition by promoting the "pack out your trash" policy and by discreet litter collection.

(4) Maintain the water system to State health requirements. If this cannot be done, the system will be inoperable for public purposes and only used for administrative purposes.

(5) Maintain all other facilities (tables, fire grills, etc.) in useable condition.

Rationale: As the Pumphouse is the area most commonly used by visitors, it is necessary to accomodate such use through regular maintanence. Unclean and/or run down facilities are one of the first things visitors will notice and complain about. Having a river ranger stationed at the Pumphouse has facilitated regular maintenance of the area, resulting in only positive comments being received about the area's condition during the 1981 season.

Issues: 4, 5, 8, 9, 13, 15, 16

2.

Action: Continue regular bi-weekly maintenance trips to monitor conditions of river sites, promote the "pack out your trash"policy, provide litter collection where necessary, maintain the pit toilets at the Bench and Island use areas, and remove hazards. Request the assistance of commercial outfitters in keeping pit toilet facilities clean.

Rationale: The primary maintenance of the pit toilets will be by periodic covering of the waste material with peat moss or something similar to promote decay. This necessitates bringing in the peat moss by boat. The Park Service in Dinosaur National Monument reports that open pit toilets get less dirty and that flies and odors are less of a problem than in enclosed facilities. Since the commercial outfitters use the sites everyday, it is to their benefit to keep the toilets clean for their customers.

Issues: 3, 5, 9

3. Action: Develop a cooperative agreement with the Grand County Road Department for maintenance of the Pumphouse access road, parking areas and Radium access site once constructed. Funds would be transferred to the county for regular gravelling and blacking of the road. The BLM would still have the responsibility for signing the Pumphouse road and opening and closing it during the winter.

   Rationale: The Pumphouse access road is part county (approximately 3/4 mile) and part BLM (approximately 3/4 mile). Because the Trough Road is a heavily used route, Grand County maintains the road on a regular basis. Thus, road maintenance equipment is in the vicinity of the Pumphouse throughout the summer. In addition, Grand County has gravel pits in the vicinity (BLM has previously purchased crushed gravel from these pits for maintenance of the Pumphouse road). The county presently blades their section of road annually and cooperates on other projects such as culverts. A formal aggreement with funding would transfer maintenance responsibility for the entire road system to the county, who has the capability of doing proper maintenance.

   Issue: 20

MANAGEMENT ACTIONS FOR GORE CANYON TO STATE BRIDGE

I. Administration

1. Action: Continue housing a seasonal river ranger at the Pumphouse for the upper segment of the river. Provide 7 day a week coverage from Memorial Day to Labor Day either through the use of student volunteers or through other BLM staff as back up to the river ranger. Have the river ranger on duty from at least May 1 through September 30. Continue to provide the river ranger with a trailer and a vehicle.

   Rationale: As discussed under visitor services, uniformed personnel are the most effective means of providing visitor assistance and ensuring compliance with regulations. Seasonal river rangers have also proven to be effective for permit compliance and use monitoring. They are the "eyes and the ears" of the Bureau and most often the only contact the general public has with the Bureau. At high use areas such as the Pumphouse, their presence helps to reduce vandalism and congestion at the launching areas. The position is also essential for adequate maintenance of the Pumphouse and other river use sites.

   Issues: 2, 3, 4, 6, 7, 9, 10, 12, 13, 14, 15, 16, 17, 20, 21, 22

2. Action: Maintain a regular patrol frequency at river access and use sites. This will occur at least once every two weeks on a varying schedule to include weekends and overnight trips. Continue to involve state personnel as much as possible on such trips. (See Visitor and Resource Protection sections.)

   Rationale: Maintaining a regular management presence in the corridor is essential to meeting the management objectives. Among the benefits of regular patrol trips are compliance with permit stipulations, promoting visitor safety, identifying hazards and other management problems, and routine maintenance of remote sites.

   Issues: 2, 3, 4, 6, 9, 10, 12, 13, 15, 16, 17, 19, 21, 22

3. Action: Develop a permanent, reliable, 24-hour communications system for BLM personnel assigned to the river. In 1982, a combination of the Craig and Grand Junction radio nets will be tried. At the end of the season, this will be evaluated to determine if an alternative needs to be developed.

   Rationale: Because of the use occuring in the corridor during the floatboating season, reliable, 24-hour communications are needed for general management purposes and especially for emergency assistance. (See Emergency Services section.)

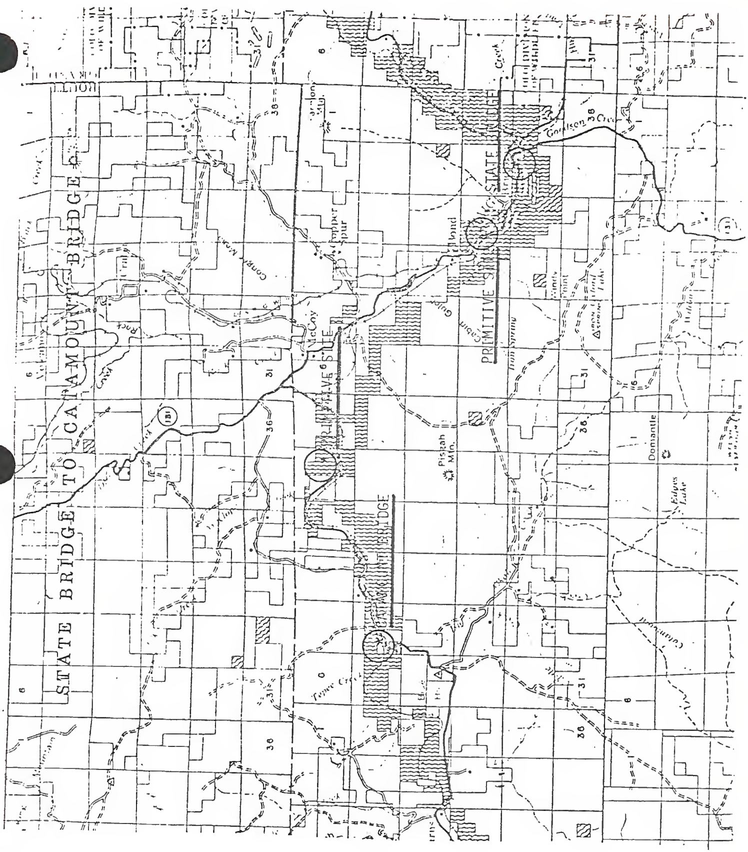
   Issues: 20

4. Action: As long as river access on private land at Rancho del Rio and State Bridge is available to all sectors of the boating public for reasonable fees, the Bureau will not duplicate these facilities on public lands.

Rationale: It is Bureau policy that public funds will not be expended to duplicate or compete with facilities and services provided by the private sector where such facilities and services are provided at a reasonable cost and do not preclude various elements of the public. Public funds will be expended where provision of recreation opportunities is dependent upon public lands.

Issues: 4, 7

MANAGEMENT ACTIONS FOR STATE BRIDGE TO CATAMOUNT BRIDGE



B. Land Tenure Adjustments

1. Action: Acquire access to the BLM State Bridge site for administrative use and foot traffic.

   Aquire public access to Piney Creek.

   Rationale: A portion of the road leading to the State Bridge site and Piney Creek is on private land and could be closed at the discretion of the landowner. An easement is necessary to provide legal access for administrative purposes and public access. The existing road is narrow and has no pullouts. A safety hazard exists when two vehicles meet on the road since one vehicle must back to either the highway or the site. Improvement of the road would be too costly to eliminate this safety hazard.

   Issues: 1, 18

2. Action: Aquire access to Piney Creek if private river access opportunities at State Bridge are not available or provided at an unreasonable cost.

   Rationale: An easement to Piney Creek will provide public river access opportunities, should access be prohibited at the private State Bridge site.

   No facility development for boating access would occur at Piney Creek unless the private State Bridge site was closed or limited by unreasonable cost. Should this occur, only a river access facility would be provided at Piney Creek and campers would be required to use the BLM State Bridge site downstream of Piney Creek (see F, site development).

   Issues: 1, 18

F. Site Development

1. Action: At the BLM State Bridge Site provide permanent toilets, information boards and, resource stabilization to accommodate camping and day use.

Rationale: The current projected use for the upper Colorado River and the State Bridge site dictate the need to provide improvements at the site to protect the soils, vegetation, and water quality. Current use at the site is about 1,000 visits a year. Demand projections for floatboating indicate a 15--20 percent increase over 1977 levels. At existing use levels, signs of resource derterioration (vegetation loss and erosion) are beginning to occur and measures are needed to reverse this trend. The State Bridge site is the first major river access in the GSRA and no other suitable public river access site exists downstream until Catamount Bridge, A river access site exists on private land on the other side of the highway and the owner has not been charging for use the past few years. If the situation changes, the provision for public access to the river would be facilitated by the development of a boat ramp and parking area at Piney Creek.

Issues: 1, 2, 3, 4, 5, 7, 18, 22

2. Action: Develop a primitive site between State Bridge and Catamount Bridge. The site will be oriented toward day use, but overnight use will not be prohibited. A minimum capacity of 25 PAOT will be required. Developement will include resource protection measures including tie-up posts and bank stabilization.

Rationale: In 1979, there were 5,500 visits for floatboating use between State Bridge and Catamount Bridge and demand projections show a 15 to 20 percent increase by 1990. The distance between State and Catamount Bridges requires a full day trip for the majority of the floating season with a lunch or break stop required. At present, numerous unimproved sites are being used, with resulting damage to soils, vegetation, and water quality. Development of a site will attract the majority of use along this river segment, thus reducing the impacts of use at the other unimproved sites. Resource stabilization measures will be required to reduce the impacts of day and overnight use at the site. The facilities are consistent with user preference for rustic type facilities in harmony with the environment and conform to the existing RN ROS setting.

Issues: 2, 3, 4, 5, 7, 17

MANAGEMENT ACTIONS FOR STATE BRIDGE TO CATAMOUNT BRIDGES

I. Administration

Action: Retain the existing withdrawal at the State Bridge site.

1. Rationale: The area was withdrawn to protect recreation values. This site is the major river access for the upper Colorado River below State Bridge and is used for ingress for trips downstream and egress for trips from boaters putting on the river at State Bridge. In 1979, there were 5,500 floatboating visits between State Bridge and Catamount Bridge and 7,900 visits from Catamount Bridge to Red Dirt Creek. The site is also used by numerous campers and fishermen. The site has been developed and contains a parking area, boat launch, and a primitive camping site. The withdrawal should be continued to protect the developments, and the substantial investment in them, from loss due to conflicting uses and help preserve the recreation experience for the visitors.

MANAGEMENT ACTIONS FOR CATAHOUNT BRIDGE TO TWIN BRIDGES

B. Land Tenure Adjustments

1. Action: Acquire private lands, or interests therin, at the Burns School Site.

Rationale: Public access to public lands was identified as a need by many river users. There were 7,900 floatboating visits between Catamount Bridge and Red Dirt Creek in 1979, and demand projections indicate a 15 to 20 percent increase by 1990. Rafters who wish to either float, or avoid, Rodeo Rapids must access the river at or above Burns. Existing access at the Burns store is available only to commercial outfitters. The existing BLM Burns site is undeveloped and poses threats to visitor safety that would require an estimated $10,000 of road work to eliminate. The facilities will provide for visitor safety by allowing for traffic control, parking, and dissemination of information on hazards, conditions, and sites downstream. Resource protection measures will provide for safe ingress to the river while protecting the resources. The Burns school can be restored and used as a visitor center to provide information and interpret the river enviroment and the surrounding area. The site could also be used as an administrative site and field office to accommodate personnel working on projects in the area. If the Burns school site cannot be acquired, another suitable site in the Burns area should be developed as a boat ramp and parking area.

Issues: 1, 4, 5, 7, 15, 22, 24

2.

Action: Aquire private lands or interest therein at Twin Bridges

Public access to public lands was identified as a need by many people contacted in the inventory and in public meetings, and access in the Twin Bidges area was identified by both floatboaters and private landowners who dislike trespass on their property. Public access is needed in this area because the closest public access points are eight miles upstream at Burns and 13 miles downstream at Lyons Gulch. The current access just below the bridges is on private land as is a private boat ramp about 1 1/2 miles downstream (this site is used for a fee). In 1979, there were 7,900 visits between Catamount Bridge and Twin Bridges and 2,400 visits between Twin Bridges and Dotsero.

Rationale: The preferred site for acquisition is the presently used area downstream of Twin Bridges on the west bank. This site is preferred because it provides sufficient size for a boat ramp, parking area and has an existing access road.

Should acquisition fail for the preferred site, the Alamo Creek site and site above the bridges, respectively, would be examined for acquisition potential.

Issues: 1, 4, 5, 7, 15, 22, 24

D. Visitor Services

Visitor and Resource Protection

1. Action: Provide resource protection measures including tie-up posts, bank stabilization, brush clearing, and log seats to reduce the impacts from day and overnight use at Jack Flats.

Rationale: In 1979, there were 7,900 visits for floatboating use between Catamount Bridge and Red Dirt Creek and demand projections indicate a 15 to 20 percent increase for floatboating in the RMA by 1990. This use has resulted in substantial pressure on day and overnight use areas in this river segment. Resource protection measures are needed at the Jack Flats site to stabilize the site and prevent resource deterioration caused by continued or increased use. The improvements are consistent with user preferences for rustic type facilities which are in harmony with the environment, conform to standards for the existing RN ROS setting, and will not impair the wilderness character of the Bull Gulch WSA. The recommendation can be implemented during the interim management period.

Issues: 3, 4, 7, 22

F. Site Development

1. Action: Upon acquisition of private land, develop the Burns School Site as a river access, visitor center and administrative site. Development will include a parking area, boat ramp, informational signing, and restoration of the old Burns school into a visitor information center and administrative site.

   Rationale: Public access to public lands was identified as a need by many river users. There were 7,900 floatboating visits between Catamount Bridge and Red Dirt Creek in 1979, and demand projections indicate a 15 to 20 percent increase by 1990. Rafters who wish to either float, or avoid, Rodeo Rapids must access the river at or above Burns. Existing access points at the Burns store and south of the Burns store are undeveloped and pose threats to visitor safety and resources on the river banks. The facilities will provide for visitor safety by allowing for traffic control, parking, and dissemination of information on hazards, conditions, and sites downstream. Resource protection measures will provide for safe ingress to the river while protecting the resources. The Burns school can be restored and used as a visitor center to provide information and interpret the river enviroment and the surrounding area. The site could also be used as an administrative site and field office to accommodate personnel working on projects in the area. If the Burns school site cannot be acquired, another suitable site in the Burns area should be developed as a boat ramp and parking area.

   Issues: 2, 3, 4, 5, 7, 22

2. Action: Develop two primitive sites between Catamount Bridge and Burns. The site will be oriented toward day use, but overnight use will not be prohibited. A minimum capacity of 25 PAOT will be required.

   Development will include resource protection measures including tie-up posts and bank stabilization.

   Rationale: In 1979, there were 7,900 visits for floatboating use between Catamount Bridge and Red Dirt Creek and demand projections indicate a 15 to 20 percent increase for floatboating in the RMA. The distance between Catamount Bridge and Red Dirt Creek requires a lunch or break area for visitors who access at Catamount Bridge. At present, numerous unimproved sites are being used, with resulting damage to soils, vegetation, and water quality. Development of a site will attract the majority of use along this river segment, thus reducing the impacts of use at the other unimproved sites. Resource stabilization measures will be required to reduce the impacts of day and overnight use at the site. The facilities are consistent with user preferences for rustic type facilities which are in harmony with the environment and conform to standards for the existing RN ROS setting.

   Issues: 2, 3, 4, 5, 7, 22

F. Site Development

3. Action: Develop two primitive sites between Burns and Jack Flats The sites will be oriented toward day use, but overnight use will not be prohibited. A minimun capacity of 25 PAOT will be required. Development will include site protection measures including tie-up posts, bank stabilization, brush clearing, and log seats.

Rationale: In 1979, there were 7,900 visits for floatboating use between Catamount Bridge and Red Dirt Creek and demand projections indicate a 15 to 20 percent increase for floatboating in the RMA by 1990. The majority of commercially outfitted trips stop for lunch below Burns and there are several sites which receive this use. Current use is resulting in damage to soils and vegetation at all of the sites and this damage will continmue to occur as use contimnues and increases. A recommendation has been made to develop a primitive site between Burns and Jack Flats, however, a secon site will be needed to accommodate the projected use. Development of both sites will attract the majority of use along this river segment, thus reducing the impacts of use at the other unimproved sites. Resource stabilization measures will be required to reduce the impacts of use at the site. The facilities are consistent with user preferences for rustic type facilities which are in harmony with the environment and conform to standards for the existing RN ROS setting. The recommendation is also consistent with the interim mangagement policy for the Bull Gulch WSA and can be implemented during the interim management period.

Issues: 2, 3, 4, 5, 7, 22

4. Action: Develop an overlook on the rim of the Colorado River Canyon north of the rodeo grounds near Burns.

Construct a road to the Colorado River Overlook from the county road.

Rationale: The rim of the Colorado River Canyon north of the rodeo grounds near Burns provides an excellent view of the river and offers a different perspective since the river is mainly viewed from the bottom of the canyon rather than from above. The overlook would benefit both floatboaters and those who are traveling between McCoy and Dotsero.

Issues: 2, 3, 4, 5, 7, 22

MANAGEMENT ACTIONS FOR CATAMOUNT BRIDGE TO TWIN BRIDGES

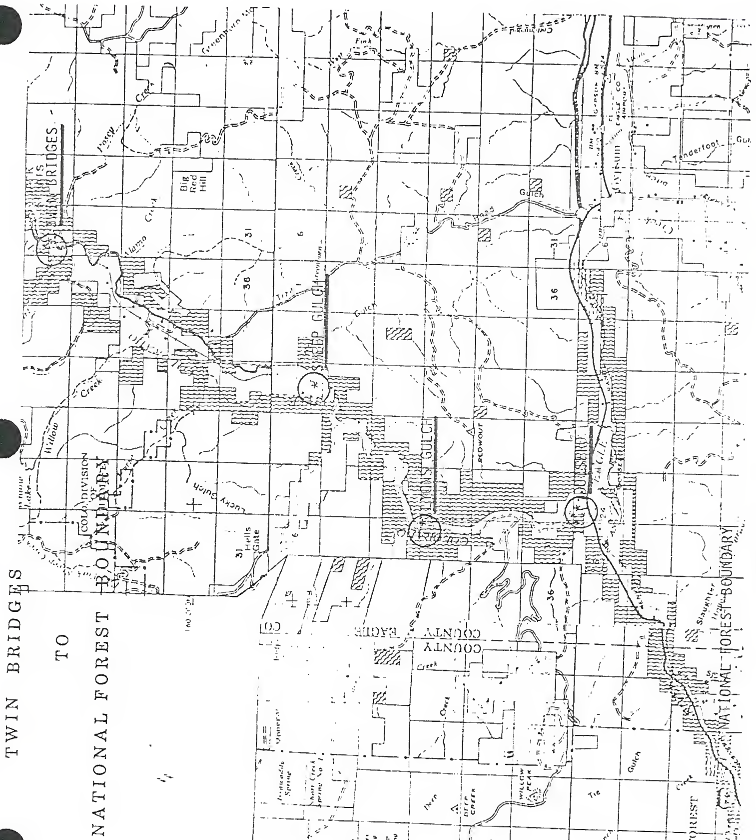
1. Administration

1. Action: Retain the existing withdrawal at Catamount Bridge.

Rationale: This site was withdrawn for the protection of recreation values. This site is a major access for boaters between Twin Bridges and Dotsero. In 1979, there were 2,400 visits for floatboating use between Red Dirt Creek and Dotsero and demand projections indicate a 15 to 20 percent increase for floatboating in the RMA by 1990. The site has been developed and contains a parking area, boat launch, and sanitation facilities (portable toilets). The withdrawal should be continued to protect the developments and the substantial investment in them from loss due to conflicting uses, and to help preserve the recreation experience for the visitors.

Issue: Maintenance of recreation opportunities

MANAGEMENT ACTIONS FOR TWIN BRIDGES TO NATIONAL FOREST BOUNDARY



B. Land Tenure Adjustments

1. Action: Acquire legal access to private land near Sheep Gulch (Cottonwood Palace). Upon acquisition of legal access, manage the Sheep Gulch site as a river access site.

   Rationale: Public access to public lands was identified as a need by many people contacted in the inventory and in public meetings, and trespass on private lands was identified as an ussue. This site contains a natural boat ramp and is used by some individuals floating between Twin Bridges and Dotsero. Its location makes it an excellent site for ingress, egress, or as a lunch site for trips between Twin Bridges and Dotsero. Acquistition of legal access and management of the site would help accommodate use, would eliminate trespass conflicts, and would eliminate problems such as litter. Because of the features of the site, little if any development would be required.

   Issues: 2, 3, 4, 7, 22

F. Site Development

1. Action: Acquire legal access to private land near Sheep Gulch (Cottonwood Palace). Upon acquisition of legal access, manage the Sheep Gulch site as a river access site.

   Rationale: Public access to public lands was identified as a need by many people contacted in the inventory and in public meetings, and trespass on private lands was identified as an ussue. This site contains a natural boat ramp and is used by some individuals floating between Twin Bridges and Dotsero. Its location makes it an excellent site for ingress, egress, or as a lunch site for trips between Twin Bridges and Dotsero. Acquistition of legal access and management of the site would help accommodate use, would eliminate trespass conflicts, and would eliminate problems such as litter. Because of the features of the site, little if any development would be required.

   Issues: 2, 3, 4, 7, 22

MANAGEMENT ACTIONS FOR THE TWIN BRIDGES TO NATIONAL FOREST BOUNDARY

I. Administration

1. Action: Retain the existing withdrawal at the Lyons Gulch Site.

Rationale: This site was withdrawn for the protection of recreation values. This site is a major access for boaters between Twin Bridges and Dotsero. In 1979, there were 2,400 visits for floatboating use between Red Dirt Creek and Dotsero and demand projections indicate a 15 to 20 percent increase for floatboating in the RMA by 1990. The site has been developed and contains a parking area, boat launch, and sanitation facilities (portable toilets). The withdrawal should be continued to protect the developments and the substantial investment in them from loss due to conflicting uses, and to help preserve the recreation experience for the visitors.

Issue: Maintenance of recreation opportunities

Part IV

IMPLEMENTATION AND PHASING

MONITORING AND EVALUATION

The following charts indicate the costs and phasing of implementing the management actions. A separate page is included for each of the four river segments and for a river summary. Actions are listed by priority within the management categories and costs shown are in 1982 dollars.

Should insufficient funds be available during any year to cover the total scheduled implementation costs, priority for fund use will be given in the following order;

1. Special Area Permits,
2. Operations and Maintenance,
3. Administration,
4. Visitor Services,
5. Site Development,
6. Land Tenure Adjustments.

All costs shown on the following pages will be charged to 4333 with the exception of maintenance and operations which will be charged to 2220

GORE CANYON TO STATE BRIDGE

COST ESTIMATE SUMMARY
($000s)

Action:	1	2	3	4	5	6	7	8	9	10
Recurring Cost	48.7	50.2	>	----------	50.2	----------	<			
Brochure Cost	1	--	--	1	--	--	1	--	--	--
Site Development Cost	4.7	8	--	--	--	--	--	--	--	--
Kremmling SUBTOTAL	54.4	58.2	50.2	51.2	50.2	50.2	51.2	50.2	50.2	51.2

STATE BRIDGE TO NATIONAL FOREST BOUNDARY

	1	2	3	4	5	6	7	8	9	10
Recurring Costs	25	25	27	29	>	----------	30.1	----------	<	
Brochure Costs	1	--	--	1	--	--	1	--	--	--
Site Development Costs	7.5	11	21	5.5	--	--	--	--	--	--
Glenwood Spgs. SUBTOTAL	33.5	36	48	35.4	30.1	30.1	31.1	30.1	30.1	31.1
MANAGEMENT AREA TOTAL	87.9	94.2	98.2	86.6	80.3	80.3	82.3	80.3	80.3	82.3

GORE CANYON TO STATE BRIDGE

COST ESTIMATE SUMMARY
($000s)

Action.	1	2	3	4	5	6	7	8	9	10
1. Visitor Services										
a. Emergency Services	1	1	1	1	1	1	1	1	1	1
b. Maps and Brochures	1			1			1			1
c. Information and Visitor Assistance	6	6	6	6	6	6	6	6	6	6
d. Patrol and Enforce	2	2	2	2	2	2	2	2	2	2
2. Special Area Permits										
a. Issuance	5.4	5.4	5.4	5.4	5.4	5.4	5.4	5.4	5.4	5.4
b. Compliance	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1
3. Land Tenure										
4. Site and Facility Development										
Radium River Access Site	2.7	8								
Pumphouse Rec. Area	2				2					
5. Operations and Maintenance										
Vault Pumping	1.2	2	2	2	2	2	2	2	2	2
Road Maintenance	2	2	2	2	2	2	2	2	2	2
Other Maintenance	10	10	10	10	10	10	10	10	10	10
6. Administration	11	11	11	11	11	11	11	11	11	11

Action:	1	2	3	4	5	6	7	8	9	10
ALL THREE SEGMENTS										
1. Visitor Services										
a. Emergency Services	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5
b. Maps and Brochures	1			1			1			1
c. Information and Visitor Assistance	6.5	6.5	6.5	6.5	6.5	6.5	6.5	6.5	6.5	6.5
d. Patrol and Enforce	1	1	1	1	1	1	1	1	1	1
2. Special Area Permits										
a. Issuance	5	5	5	5	5	5	5	8	8	8
b. Compliance	5	5	5	5	5	5	5	5	5	5
STATE TO CATAMOUNT BRIDGE										
3. Land Tenure										
State Bridge Easement			1							
4. Site and Facility Development										
State Bridge				2.5						
Primitive Site	1									
5. Operations and Maintenance										
Maintenance	.3	.3	.3	1	1	1	1	1	1	1
6. Administration	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2

Action.	1	2	3	4	5	6	7	8	9	10
CATAMOUNT TO TWIN BRIDGES										
3. Land Tenure										
Burns School	1									
Twin Bridges		1	15							
4. Site and Facility Development										
Primitive Site (1)	1									
Primitive Site (2)	1									
Primitive Site (3)	1									
Primitive Site (4)	1									
Jack Flats	1.5									
Burns School		9								
Twin Bridges			3							
River Overlook			1	2						
5. Operations and Maintenance										
Catamount Bridge	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3
Pinball Access	.5	.5	.5	.5	.5	.5	.5	.5	.5	.5
Jack Flats	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2
Burn School			2	2	2	2	2	2	2	2
Twin Bridges				2	2	2	2	2	2	2
River Overlook					.2	.2	.2	.2	.2	.2
Other	1	1	1	1	1	1	1	1	1	1
6. Administration	1	1	1	1	1	1	1	1	1	1

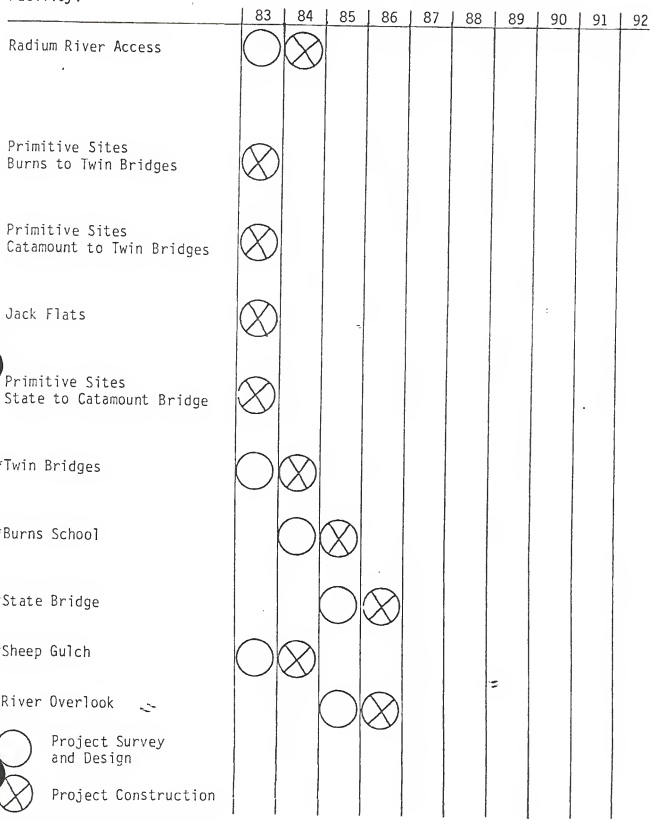
STATE BRIDGE TO NATIONAL FOREST BOUNDARY

Action:	1	2	3	4	5	6	7	8	9	10
TWIN BRIDGES TO NATIONAL FOREST BOUNDARY										
3. Land Tenure										
Sheep Gulch		1								
4. Site and Facility Development										
Sheep Gulch			1							
5. Operations and Maintenance										
Lyons Gulch	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3	1.3
Sheep Gulch				.2	.2	.2	.2	.2	.2	.2
6. Administration										
	.2	.2	.2	.2	.2	.2	.2	.2	.2	.2

FACILITY DEVELOPMENT

PHASING CHART

BY SITE PRIORITY



*Subject to Land Tenure Adjustment Actions

MONITORING AND EVALUATION

A number of monitoring and evaluation mechanisms have been occurring for the management area since the implementation of the permit system in 1979. They include, the data collection at use sites with the code-a-site system, visitor use information collection with daily trip logs and seasonal employees, data collection from daily trip logs, end of the season annual reports and collection of information on visitor characteristics and preferences. This data is summarized and analyzed in the plan or plan appendices. These mechanisms will continue to be used to collect data on visitor use and the environment to determine the effectiveness of management actions and identify changes in visitor uses, preferences, characteristics and the physical environment changes. In the continuation of monitoring and evaluation programs the following items will be emphasized.

Key changes from the existing or expected trend in visitor use that would indicate the need for plan review and revision;

Increased overnight use, especially by commercial outfitters,
changes in availability of private river access opportunities,
changes in the types of crafts using the river,
changes in opportunities available resulting from inadequate water or major alterations of the physical environment,
increased use of off-road vehicles in the river corridor.

Changes in visitor use expected to occur as a result of implementation of management actions include;

Dispersal of use to the river segments below State Bridge following brochure printing and access development at Twin Bridges,
increased trip satisfaction resulting from emphasis of meeting experience preferences that include, viewing scenery, developing skills, meeting new people.

Sensitive visitor preferences and attitudes that will be monitored to determine changes or maintenance of visitor satisfactions include;

Managerial impacts of increased enforcement of state boating statutes and private user permits, camp or use site availability following use dispersal and additional site development, displacement of user groups resulting from changes in visitor patterns, reports of crowded feelings at put-in , take-out points and while on the river, changes in the types of experiences or activities preferred by visitors.

Informal feedback collected by the resource area staffs hopefully will be sufficient to evaluate the major changes that are emphasized above. Following the completion of implementation (5 years) an evaluation of the feedback collected on visitor preferences will be made to determine the need for a follow-up study (National River Recreation Study) to more accurately evaluate changes in visitor characteristics and preferences.

Part V APPENDICES

APPENDIX

Descriptions of Recreation Opportunity Spectrum Classes

Of the six classes on the spectrum, only two (roaded natural and rural) are found within the upper Colorado River corridor. These descriptors provide a general overview of the opportunities to be maintained in each class in terms of (1) experience opportunities, (2) setting opportunities, and (3) activity opportunities. These overview statements do not describe each class in detail, but rather provide apoint of departure from which the planner or manager can develop more precise prescriptions for each class based on site specific situations. The listing of activity opportunities is provided for illustrative purposes. It is not an all-inclusive list of activity opportunities on the public lands.

THE RECREATION OPPORTUNITY SPECTRUM CLASS DESCRIPTIONS

Opportunity Class	Experience Opportunity	Setting Opportunity	Activity Opportunity
Roaded Natural	About equal opportunities for affiliation with other user groups and for isolation from sights and sounds of man. Opportunity to have a high degree of interaction with the natural environment. Challenge and risk opportunities are not very important except in specific challenging activities. Practice of outdoor skills may be important. Opportunities for both motorized and nonmotorized recreation are present.	Area is characterized by a generally natural environment with moderate evidence of the sights and sounds of man. Resource modification and utilization practices are evident, but harmonize with the natural environment. Concentration of users is low to moderate with facilities sometimes provided for group activity. On-site controls and restrictions offer a sense of security. Rustic facilities are provided for user convenience as well as for safety and resource protection. Conventional motorized use is provided for in construction standards and design of facilities.	Camping, hiking, climbing, enjoying scenery or natural features, nature study, photography, spelunking, hunting (big game, small game, upland birds, waterfowl), ski touring and snow shoeing, swimming, diving (skin and scuba), fishing, canoeing, sailing and river running (nonmotorized craft), picnicking, rock collecting, wood gathering, auto touring, downhill skiing, snowplay, ice skating, water skiing and other water sports, hang gliding, interpretive use, rustic resorts and organized camps.
Rural	Opportunities to experience affiliation with individuals and groups are prevalent as is the convenience of sites and opportunities. These factors are generally more important than the natural setting. Opportunities for wildland challenges, risk taking, and testing of outdoor skills are unimportant, except in those activities involving challenge and risk.	Area is characterized by substantially modified natural environment. Resource modification and utilization practices are obvious. Sights and sounds of man are readily evident, and the concentration of users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are often provided for specific activities. Developed sites, roads and trails are designed for moderate to high use. Moderate densities are provided far away from developed sites. Facilities for intensive motorized use are available.	All activities listed previously plus the following: competitive games, spectator sports, bicycling jogging, outdoor concerts, and modern resorts.

APPENDIX II

Bureau Maintenance Standards

The following minimum standards related to health and visitor safety will be met if the site is open to public use:

- Toilets generally clean
- Obscene graffiti removed
- Structure, units, walkways, and trails generally free of poisonous or stinging insects or plants
- Tables generally free of dirt and grease
- Fireplaces and grills are fire safe and generally free of large food deposits
- All components of water and sanitation systems meet health and safety standards. (Site may remain open if water system does not meet standards--provided the water system is rendered inoperable.)
- Pre-season safety inspection and hazard correction accomplished
- Hazardous situations corrected as they occur; i.e., glass, loose steps and boards, tree branches
- Signs and posters needed to ensure public health and safety are in place
- Accelerated resource deterioration not occurring.

Maintenance to keep facilities serviceable for their design life will occur. Maintenance will also be subject to the standards of public acceptability (i.e., would you and your family comfortably use the facility).

BLM River Sites Pumphouse to State Bridge

River access sites on public land are characterized as sites suitable for boat launch or take out, which have suitable vehicle parking space, sanitation and information boards. Many of the access sites also serve a dual purpose as day or overnight use sites.

BLM River Sites Pumphouse to State Bridge

Pumphouse Recreation Area (T. 1 S., R. 81 and 82 W., Secs. 7 and 12)- This site is the major put-in point for the upper segment of the river. Since 1979, major improvements have been made including upgrading of the road system, expansion for a camping/picnicking area, parking areas and second launching area, and installation of vault toilets and a water system. Installation of fire grates in the camping area and transplanting of small trees in the camping area will complete the development of the Pumphouse. In addition to the two boat ramps, there are 14 camping/picnicking units (tables with fire grates) and parking for 50 plus vehicles. The 1.5 miles access road is part county and part BLM. The road becomes very slippery when wet necessitating annual maintenance (gravel, blading, etc.). The pasture adjoining the camping area is used for over-flow launching and camping on peak weekends on a prior arrangement basis.

In 1981, the Pumphouse received some 15,000 floatboating visits and numerous fishing and camping visits not associated with floatboating. A little over 2,000 people used the camping area for overnight stays and some 5,400 vehicles were recorded on the access road. The Pumphouse is also the start of a hiking and fishing trail to Gore Canyon.

Sheephorn Creek (T. 1 S., R. 82 W., Sec. 22; left bank)
This site is the only existing public access site to the river between the Pumphouse and Rancho Del Rio. Public land is located at the confluence of Sheephorn Creek and the Colorado River and continues downstream on the Colorado for approximately 100 yards. Because of topography and the county road, there is little room on public land for parking. Because of hazardous situations resulting from rafters (primarily buses) parking along the county road, the Grand County Sheriff posted the area in 1981 as "No Stopping--No Standing," effectively eliminating the area as an access site. Small parties are still able to pull off the county road onto the sand bar up river from the Sheephorn Bridge, but this site cannot accommodate large commercial parties. For the 1982 season, the Sheriff has agreed to change the signing to "15 minute unloading zone." Parties using the Sheephorn site will still need to park up the road at the DOW camping area (approximately 1/2 mile away) or make arrangements with private landowners in the Radium area. The Sheephorn area is also a popular access area for fishing.

Yarmony Bridge Sites (T. 2 S., R. 82 W., Sec. 7, right bank)
About 1/2 mile downstream from Rancho del Rio, the county road crosses the river and then paralells it on the northwest bank providing access to the river for some two miles. The access site at Yarmony Bridge is used mostly by private parties as an ingress/egress point; commercial parties generally use Rancho del Rio. In 1981, the Eagle County Road Department hauled in fill to

raise the approach to the bridge. This eliminated some of the parking between the road and the river and makes it more difficult to access the river with vehicles. Site improvement on both sides of the county road would be necessary for this site to handle large parties with buses. (This is not needed as long as Rancho is available for access.)

There are several places along the two-mile stretch of the river below Yarmony Bridge where people drive down to the railroad tracks and then walk down to the river. These site are used primarily by fishermen and other non-floating recreationists. One site across from the Cable Rapid Cabins became a popular take-out for commercial and private parties in the 1979-80 seasons because State Bridge Lodge started charging for use of their ramp area. Because of heavy use and the hazard of crossing the railroad tracks, the Denver Rio Grande Railroad installed a gate effectively eliminating the use of the site as a river access point for floatboating.

Piney Creek Confluence (T. 2 S., R. 83 W., Sec. 25, left bank)
This site is used primarily as access to the river by non-floaters (mainly fishermen). The road to the site crosses private property at State Bridge. There is no easement, so public access to Piney Creek is at the discretion of the owners of State Bridge Lodge. The road continues on up Piney Creek leading to Colorado Division of Wildlife property. The Piney Creek site presently has parking for five vehicles, with room for expansion. There is a steep bank between the parking area and the river limiting its suitability as an access point for floatboating. Lack of legal access and the more suitable boat ramp area at State Bridge do not give this area high priroity for improvement as a floatboating facility.

Day/Overnight Use Sites These sites are characterized as sites accessible by boat only that are suitable for use by large groups (15+) for picnicking, "breaks," or camping associated with floatboating trips. Some are potential sites which currently receive little or no use.

Grand River Cabin (T. 1 S., R. 82 W., Sec. 23, Left Bank)
This site, located in Little Gore Canyon, is primarily a stop-over area for picnicking and historical observation. An interpretive sign has been erected at the site. The site is small (approximately 4,000 square feet) and contains old mining pits which are a hazard. While the site is primarily suitable for day-use, it can also be used as campsite for parties who put in at the Pumphouse in late afternoon.

Jumping Rock Campsite (T. 1 S., R. 82 W., Sec. 23, Right Bank)
This site is primarily a stop-over for picnicking. It is located up river from the rock cliffs that are commonly known as "Jumping Rocks." The site is small (approximately 3,150 square feet) but is suitable for use as a campsite by parties who put in late in the afternoon and are looking for a campsite within an hour of the Pumphouse.

Hot Spring (T. 1 S., R. 82 W., Sec. 23, left bank)
The site is primarily a stop-over point in conjunction with floatboating. The site is small and not suitable for camping along the river bank. The bench above the hot spring is accessible by a jeep trail and is used occassionally as a campsite by fishermen.

Jumping Rock (T. 1 S., R. 82 W., Sec. 23, right bank)
This is a popular area for people to jump off the cliffs into the river (about a 25-foot drop).

Unnamed Sites (T. 1 S., R. 82 W., Sec 22, 1st-right bank, 2nd-left bank)
There are two sites at the bends of the river above the Sheephorn Creek confluence. Both sites are used for picnicking and camping. The sites are suitable as a campsite for small parties (less than 15 people). There is an old cabin back of the up river site. This site is partially on BLM and partially on Division of Wildlife property.

Red Gorge Sites (T. 1 S., R. 82 W., Sec. 33, left bank)
These two sites are located right before entering Red Gorge. Both sites are subject to flooding during spring run-off. The upper site borders on private property and is often muddy. It is primarily suitable as a lunch spot prior to entering Red Gorge, but is used for camping when other more desirable sites are unavailable. The lower site, located just above Red Eye Rapids, is a 500 square foot sand bar primarily used as a lunch/rest stop. During low water it is possible to camp on the site, but the steep topography of Red Gorge confines any movement to the site itself.

The Island (T. 1 S., R. 82 W., Sec. 33, left bank)
This is one of the two most popular picnicking/camping areas on the upper portion of the river. The site is located on the east bank just as rafters exit Red Gorge, and is a popular lunch spot for commercial trips. The name is derived from a slough which runs behind the site which creates an "island" during high water. Many day trips originating at the Pumphouse use the Island or the Bench area just downstream. The site (approximately 20,700 square feet) is flat with mature Ponderosa pines which makes it highly desirable as a camping area. There is one main area with a fire ring. Several other fire rings have been constructed, as the site is often occupied by multiple parties. Because of the intense use the site receives, sanitation is a problem. In order to better accommodate this use, BLM will install two pit toilets at the site in 1982. Hard-packed soils and limited ground vegetation is a result of the intesne use during the rafting season. There is an old mining tunnel across the slough which attracts visitors as they explore the site.

The Bench (T. 2 S., R. 82 W., Sec. 4, left bank)
The Bench area is actually three different sites, a few hundred feet apart and connected by foot paths. These sites are commonly known as upper, middle, and lower Bench in order of their location on the river (i.e., upper bench is

farthest up river). As with the Island, this area is the major destination for picnicking and camping for trips originating at either the Pumphouse or Radium. Each site is capable of handling large parties. The main use area is 900 square feet, 600 square feet, and 750 square feet respectively within each site. The sites contain large juniper trees with large sagebrush behind the sites. Soil and vegeation compaction and sanitation are the major problems occurring at the sites. To better accommodate the use, BLM will install two pit toilets in 1982. The Bench area is located in a side drainage and subject to flash flooding during summer thunderstorms.

Cable Rapid Cabins (T. 2 S., R. 83 W., Sec. 24, left bank)
This 14,000 square foot site is a popular lunch spot for day trips between Rancho del Rio and State Bridge. The site has abandoned cabins. There is considerable debris (both historic and recent) scattered around the site. The area around the cabins is hard packed showing the effects of intense use. The site is capable of supporting large parties, but needs a major clean-up and hazard reduction work. The site is visable from the Grand County road.

Non BLM River Access Sites

The discussion of non BLM river access sites has been limited to those sites which have or currently are being used by either the general public or commercial outfitters. Since river access is essentially nonexistent on privately owned lands for purposes other than floatboating, the discussion is limited to sites available for floatboating access only. The inclusion of this discussion is not intended to serve as an evaluation of the quality of privately operated sites. The discussion has been included to serve as a tool to more objectively evaluate supply and demand for public access to the river.

Radium Bridge (T. 1 S., R. 82 W., Sec. 27, right bank)
This site, on property owned by the Colorado Division, is located on the southwest corner of the Radium Bridge between the river and the railroad tracks. The site is presently undeveloped. The site does have potential as an access site to supplement the Sheephorn site.

Rancho del Rio (T. 2 S., R. 82 W., Sec. 7, left bank)
Rancho is one of the three major access points on the river between the Pumphouse and State Bridge. Rancho is privately owned and provides a number of services including beer/pop, cabins, and camping. The boat ramp and parking area are one of the two major take-out points for trips, especially commercial, that originate at the Pumphouse (the other is State Bridge). Rancho is also used as a put-in for short day trips to State Bridge. River access availability has remained stable. Fees are charged for parking and camping.

River Access Sites- State Bridge to Dotsero

Day/Overnight Use Sites These sites are characterized as sites accessible by boat only that are suitable for use by large groups (15+) for picnicking, "breaks," or camping associated with floatboating trips. Some are potential sites which currently receive little or no use.

State Bridge (T. 2 S., R. 83 W., Sec. 25) This site is currently an undeveloped river access and use site which received 540 floatboating visits in the 1979 season. The site also receives numerous fishing and camping visits not associated with floatboating. The existing 1/2 mile long access road to the site is private, extremely narrow and steep and presents a visitor safety hazard. Three individual use/launch sites are included in the State Bridge complex which is 5,225 square feet. With the exception of the access road, this site has excellent potential because of its size, screening, and shade. An old cabin of possible historic value also exists at the site.

Facility needs at the site include sanitation, traffic control, informational signing, tie-up posts, and minor bank stabilization at the launch areas.

Catamount Bridge (T. 2 S., R. 84 W., Sec. 8) This is the major river access point below State Bridge. During the 1979 use season, it received 2,400 floatboating visits and numerous fishing and camping visits not associated with floatboating. During the 1980/81 season, major site improvements were made which included construction of a boat ramp, installation of traffic control, informational signs, and a foot bridge. Installation of permanent toilets is scheduled for the 1982 season.

The site has, in addition to the boat ramp, a parking area for 35 vehicles which is also used for day/overnight use and a large meadow (25,000 square feet) which is used for day and overnight use. Additional facility development needs are not anticipated at the site.

Burns (T. 2 S., R. 85 W., Sec. 15) Currently an undeveloped site which receives little use because of difficult access and being between two private river access sites (Burns Store, Derby Junction). Some overnight/day use associated with floatboating and nonassociated fishing and camping does occur at the site. The access road to this site leaves the county road on a blind corner and travels under a railway bridge that is under water at peak flows. Preliminary engineering estimates indicate road relocation costs would be over $10,000.

The site is suitable for boat and primitive road access. It contains 20,000 square feet, shade and sandy beaches. Facility development necessary to accommodate this type of use include bank stabilization, installation of sanitation facilities and informational signing.

Pinball River Access (T. 2 S., R. 85 W., Sec. 32) This river access and use site was constructed during the 1981 season. The site contains 16,500 square feet and development that included a trail between the parking area and river and installation of informational signing. Portable toilets have been placed

at the site for two seasons. The site was designed to accommodate lunch and overnight visits. Vehicle access and sanitation is provided to facilitate kayakers and individuals with smaller crafts. The site was not designed to accommodate river ingress/egress for large size groups or goup with a large amount of gear. No additional facility development needs are anticipated at this site.

Submarine Point (T. 2 S., R. 85 W., Sec. 32) This river access site, although occasionally used, is not well suited for development. Most of the site lies under water except at low water. Vehicle parking or access is difficult and normally unsafe. The only potential is for use by kayakers or small private groups as an ingress/egress site. No facility development is proposed or feasible at this site.

Twin Bridges (T. 3 S., R. 85 W., Sec. 7) The Twin Bridges area represents the greatest river egress facility need below State Bridge. During the 1979 season 4,000 floatboaters sought river egress in this area with over 800 using the undeveloped site just below the bridges. This undeveloped site has a narrow and hazardous access road which leads to a site littered with old cars and scattered refuse. Facility needs at this site include a boat ramp, parking area (35 vehicle), informational signing, sanitation, and small day/overnight use area. Access and/or land acquisition will be necessary to meet the space requirements for these facility needs.

A small river egress site needs to be developed upstream from the bridges providing an opportunity to egress prior to the hazardous Twin Bridges run.

Swimming hole site (T. 4 S., R. 86 W., Sec. 10) This undeveloped site (10,500 square feet) receives mostly fishing, camping, and picknicking use rather than floatboating use. Minor site improvement including signing, willow removal, and access road improvement will facilitate existing and future floatboating use.

Lyons Gulch Complex (T. 4 S., R. 86 W., Sec. 17) Three undeveloped sites and a developed river access site compromise the Lyons Gulch Complex. The developed site was constructed during the 1980/81 season, it includes an access road, boat ramp, traffic control, sanitation facility (rental unit) and informational signing. These site facilitate floatboating, camping, fishing, and picnicking activities. Other than minor resource protection measures and signing, no additional facility development needs are anticipated.

Day/Overnight Use Sites These sites are characterized as sites accessible by boat only that are suitable for use by large groups (15+) for picnicking, breaks, or camping associated with floatboating trips. A few are potential sites which currently receive little or no use.

Double Pine #1 and Double Pine #2 (T. 2 S., R. 83 W., Sec. 22, 26) These two sites are located a shorty distance downstream of State Bridge and have potential to serve as an overflow area or a site that separates vehicle use from nonvehicle use.

Sagebrush Flats (T. 2 S., R. 83 W., Sec. 22) This is a large flat site with potential to accommodate large groups. Lack of shade and visibility from the road are the disadvantages.

Sagebrush Meadow (T. 2 S., R. 84 W., Sec. 1) Excellent potential for smaller groups. Abundant shade, screening, and fuelwood surrounded by private land and trespass may occur.

Cottonwood Bend (T. 2 S., R. 84 W., Sec. 5) A large site located 1/2 the distance of this river segment. Well shaded and vegetated. Present use does not indicate any facility development will be necessary.

Juniper Glen (T. 2 S., R. 84 W., Sec. 9) Excellent potential for groups of 10-15 who wish to avoid possible crowding at the nearby downstream Catamount Bridge site.

Mosquito Camp (T. 2 S., R. 84 W., Sec. 12) A large group site downstream of Catamount Bridge with ample shade and sandy soil. It be very "buggy" in spring and during wet periods.

Peach Grove (T. 2 S., R. 85 W., Sec. 32) This site is primarily used as lunch area on this river segment by commercial outfitters. Limited size and shade, some bank stabilization is need to reduce erosion.

Action Flats (T. 2 S., R. 85 W., Sec. 32) This is an alternate site to Peach Grove which is used when that site is occupied. However, since it offers no shade, the Pinball Site is expected to attract most of the use which previously occurred at this site.

Jack Flats (T. 3 S., R. 85 W., Sec. 8) This is a very popular site because of its size, shade, separation from road and railroad, unique geologic formations, and hiking opportunities. Some resource protection measures are needed and some vegetative clearing of trails would better facilitate dispersion of groups.

Deer Haven (T. 4 S., R. 86 W., Sec. 9) This potential use site is one of the largest within the river corridor (50,000 square feet). Trail clearing will facilitate use, however, the present demand is not sufficient to justify development.

Cottonwood Island (T. 4 S., R. 86 W., Sec. 9) A large island site with potential for large groups. Minimal brush clearing would be required to facilitate use. Ample shade and fuelwood is present on the site. Flooding would not be expected except in extreme snow-packed years.

Juniper Brush (T. 4 S., R. 86 W., Sec. 17) A small site suitable for day use only because of proximity to the railroad track.

Non BLM River Access Sites

The discussion of nonBLM river access sites has been limited to those sites that have been or currently are being used by the general public or the commercial outfitters. Since river access is essentially nonexistent on privately owned lands for purposes other than floatboating, the discussion is limited to sites available for floatboating access only. This discussion is not intended to serve as an evaluation of the quality of privately operated sites, but to serve as a tool to more objectively evaluate supply and demand for public access to the river.

State Bridge (T. 2 S., R. 83 W., Sec. 23) The State Bridge Lodge provides a number of services including food and overnight accommodations. The boat ramp and parking area is the second most popular take-out point for river trips between the Pumphouse and State Bridge. River access availability has remained stable and a fee is charged for the use of the site.

Bond (T. 2 S., R. 83 W., Sec. 16) The Bond site is the base of operation for a commercial outfitter but appears to be seldom used for river access. The town of Bond provides a number of consumer services.

Copper Spur (T. 2 S., R. 83 W., Sec. 8) The Copper Spur site was a vacant field used primarily as a take-out point for a number of years. At present, the site is being developed as a camper/trailer park and public river access availability or suitability following construction is uncertain.

Burns Store (T. 2 S., R. 85 W., Sec. 16) The Burns Store is used as a base of operation by two commercial outfitters and provides a boat ramp and number of other facilities. River access availability has remained stable at this site and a fee is charged for access.

Derby Junction (T. 3 S., R. 85 W., Sec. 7) This privately owned site has changed hands several times during the past years. River access availability has fluctuated with ownership. The site, when open, is suitable as a boat ramp and use area.

Twin Bridges (T. 3 S., R. 85 W., Sec. 7) This popular take-out point is used in trespass by a large number of floatboaters. The site is considered hazardous because of its proximity to the Twin Bridge abutments and small rocky rapids above the site. The site access road is narrow and rutted but still often used because of the lack of alternative downstream take-out points.

Alamo Creek (T. 3 S., R. 86 W., Sec. 24) This is the only alternative take-out point for Twin Bridges. Its use is generally only available to commercial outfitters and a use fee is charged.

Cottonwood Palace (T. 4 S., R. 86 W., Sec. 3) This infrequently used site is visitors for fishing and camping in addition to floatboaters in tresspass. The site has a high capability for recreational use because of its shade and ease of access.

Anderson Camps (T. 4 S., R. 86 W., Sec. 10) River access through camp property is possible with permission from the owner. This seldom used by individuals not associated with the camp's boating programs.

Dotsero (T. 5 S., R. 86 W., Sec. 5) The Dotsero boat ramp was constructed within the Interstate 70 right-of-way and thus is available at no cost to the general public and commercial outfitters. Parking for approximately 15 vehicles is available at the site.

THE RIVER USE

Types of watercraft being used

	Pumphouse to state Bridge	Below State Bridge
Raft	97%	94%
Kayak	2%	3%
Canoe	-	3%
Other	1%	-

Length of time spent on the river

	Pumphouse to State Bridge		Below State Bridge	
	Commercial	Private	Commercial	Private
Day use	74%	81%	91%	59%
One night	26%	15%	-	32%
Two nights	-	4%	2%	9%
Three nights	-	-	1%	-
More than three	-	-	6%	-

Types of groups using the river

	Pumphouse to State Bridge	Below State Bridge
Family	24%	29%
Friends	37%	26%
People unknown	22%	27%
Club	17%	17%
Myself	-	1%

Amount of time prior to trip people decided to go.

Less than 24 hours	9%
24 hours - 1 week	20%
1 week to 1 month	27%
1 to 6 months	38%
6 to 12 months	5%
More than 1 year	1%

Visitor Age Distribution

14-18	13%
19-25	22%
26-30	20%
31-45	32%
46-65	13%

Education Background

> 12 years	10%
High school graduate	15%
1-3 years beyond high school	28%
4 years beyond high school	46%

How many times have the visitors floated the Upper Colorado

	Commercial	Private
This trip	79%	55%
2 times	9%	11%
3 times	2%	8%
4 times	1%	4%
5 times	2%	4%
More than 6 times	7%	18%

Vistor Origin

Colorado 55-65%

Denver	70-90%
Boulder	8-15%
Golden	8-30%

Other States 35-45%

Illinois
Nebraska
California
Ohio
Texas
Michigan
New York

REASONS FOR RAFTING

(Ranked from most to least desired activities).

What activities do the visitors want to participate in?

1. To run rapids
2. To view scenery
3. To see historical sites
5. To visit archaeological sites
6. To do some hiking

What kind of experiences do visitors want?

1. Viewing scenery
2. Developing skills
3. Peace and calm
4. Thrills and action
5. Meeting new people
6. Physical exercise
7. Learning new skills

PROBLEMS ENCOUNTERED BY THE VISITORS

(Summary of Both Commercial and Private Visitors)
most commonly reported problems listed first

Pumphouse to State Bridge	Below State Bridge
1. Inadequate toilet facilities at put-in and take-out points	1. Inadequate toilet facilities at put-in and take-out points
2. Too few toilet facilities between put-in and take-out points	2. Too few toilet facilities between put-in and take-out points
3. Litter on banks	3. Poor quality campsites
4. Too few drinking water sources	4. Campsites not clearly identified
5. Insect bites	5. Navigation problems due to low water
6. Too many people on river	6. Muddy water
7. Campsites occupied by others	7. Too few drinking water sources
8. Poor quality campsites	8. Campsites occupied by others
9. Railroad along river	9. Bad weather
10. Litter in river	10. Litter on banks

PROBLEMS ENCOUNTERED BY COMMERCIAL VISITORS
most common problems listed first

Pumphouse to State Bridge	Below State Bridge
1. Inadequate toilet facilities at put-in and take-out points	1. Poor quality campsites
2. Too few toilets betweem take-out and put-in points	2. Campsites occupied by others
3. Too few drinking water sources	3. Campsites not clearly marked
4. Litter on banks	4. Inadeqate toilet facilities at take-out and put-in sites
5. Insect bites	5. Too few toilets between take-out and put-in sites
6. Railroad along river	6. Navigation problems due to low water
7. Too many people on the river	7. Muddy water
	8. Too few drinking water sources
	9. Bad weather
	10. Inadequate brochure showing map of river hazards, etc.

PROBLEMS ENCOUNTERED BY PRIVATE VISITORS
most common problems listed first

Pumphouse to State Bridge	Below State Bridge
1. Inadequate toilet faiclities at put-in and take-out points	1. Litter on banks
2. Too few toilet facilities between put-in and take-out	2. Muddy water
3. Litter on banks	3. Navigation problems due to low water
4. Litter in river	4. Inadequate toilet facilities at put-in and take-out points
5. Too few drinking water sources	5. Roads within site of the river
6. Too many people on the river	6. Unskilled people using the river
7. Campsites occupied by others	7. Bad weather
8. Erosion of stream banks	8. Water pollution
9. Human body waste	9. Railroad along banks
10. Poor quality campsites	10. Too few garbage cans

Do the river users feel the river is being damaged by recreational use?

Pumphouse to State Bridge		Below State Bridge	
Yes	18%	Yes	9%
No	82%	No	91%

What kinds of damage do the visitors see?

Pumphouse to State Bridge	Below State Bridge
1. Litter/trash/garbage	1. Litter/trash/garbage
2. Human waste	2. Soil damage/erosion
3. Pollution (unspecified)	3. Human waste
4. Water pollution	4. Campfire/scars/misuse
5. Soil damage/erosion	5. Vegetation destruction

Do the visitors want use restrictions?

How do the visitors feel about restricting the number of people using the river at any one time?

Pumphouse to State bridge		Below State Bridge
7%	STRONGLY AGREE	10%
28%	AGREE	32%
30%	NEUTRAL	29%
23%	DISAGREE	22%
12%	STRONGLY DISAGREE	6%

COLORADO RIVER 1979 SEASON
HOW OWNED DID COMMERCIALLY VERSUS PRIVATELY RAFTED OUTFITTED VISITORS FEEL AT VARIOUS LOCATIONS

VISITORS FEELINGS ABOUT THE NUMBER OF PEOPLE SEEN

	Would Like to Have Seen a Lot More People		Would Like to Have Seen a Few More People		Neither Too Many Nor Too Few People		A Few Too Many People		Far Too Many People	
	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge
COMMERCIALLY OUTFITTED VISITORS										
At the put-in point	4%	1%	4%	7%	57%	71%	20%	12%	6%	2%
While traveling on the river	2%	>1%	9%	7%	69%	78%	18%	10%	2%	3%
At the take-out point	5%	>1%	3%	6%	81%	83%	8%	7%	2%	2%
While camping on the river	2%	0%	2%	1%	92%	100%	10%	0%	4%	0%
PRIVATELY OUTFITTED VISITORS										
At the put-in point	1%	0%	4%	9%	34%	64%	41%	18%	14%	4%
While traveling on the river	3%	0%	1%	9%	56%	73%	29%	18%	11%	0%
At the take-out point	1%	0%	1%	4%	75%	84%	15%	4%	7%	4%
While camping on the river	3%	0%	3%	0%	61%	79%	23%	21%	14%	0

Source: Mail Questionnaire, CU

NUMBER OF PEOPLE COMPARED WITH EXPECTATIONS

Location	Far Fewer Than Expected		Fewer than Expected		About What Expected		More Than Expected		Far More Than Expected		Had no Expectations	
	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge	Putnouse to State Bridge	Below State Bridge
At the put-in point	2%	7%	3%	11%	28%	41%	27%	15%	24%	3%	15%	22%
While traveling on the river	4%	7%	11%	15%	42%	40%	26%	11%	6%	2%	12%	20%
At the take-out point	7%	7%	16%	14%	44%	42%	8%	9%	4%	1%	20%	26%
While camping on the river	4%	0%	14%	21%	47%	58%	10%	14%	12%	7%	14%	7%

ARE THE VISITORS CROWDED?

of people that visitors reported seeing at certain locations along the river

Number of People (Outside their group)	At Put-In Pints		On The River		At Take-out Points	
	Pumphouse to State Bridge	Below State Bridge	Pumphouse to State Bridge	Below State Bridge	Pumphouse to State Bridge	Below State Bridge
None	2%	18%	2%	15%	14%	33%
1 to 5	2%	17%	2%	19%	7%	21%
6 to 10	4%	15%	9%	18%	19%	11%
11 to 15	5%	15%	9%	12%	5%	9%
16 to 25	12%	13%	26%	16%	15%	9%
26 to 50	37%	23%	37%	16%	28%	14%
50 to 100	25%	4%	15%	3%	10%	2%
Over 100	13%	1%	>1%	>1%	1%	1%

What kind of management actions do the visitors support?

Most preferred actions listed first

Pumphouse to State Bridge

Commercial Outfitted Visitors	Privately Outfitted Visitors
Require people to carry out their own trash	Require people to carry out their own trash
Require every group to have approved first-aid equipment	Allow wood fires only at designated spots
Allow wood fires only at designated spots	Prohibit motorized watercraft on the river
Prohibit motorized watercraft on river	Require every group to have approved first-aid equipment
Allow camping only at designated locations	Allow camping only at designated locations
Prohibit off-road vehicles in the vicinity of the river	Develop short hiking trails at points along the river
Develop short hiking trails at points along the river	Prohbit off-road vehicles in the vicinity of the river
Provide campsites at put-in and take-out points	Post signs warning and advising of hazards
Improve existing access roads to put-in and take-out points	Provide campsites at put-in and take-out points.
Provide more information identifying facilities	Provide more information identifying facilities.
Post signs warning and advising hazards	Improve the loading areas at put-in and take-out points.
Be more aggressive in the enforcement of rules	Improve the access roads to put-in and take-out points.
Provide more distance markers along the river	Provide more campsites between put-in and take-out points.
Improve the loading areas at put-in and take-out points	Provide firewood at campsites and picnic areas.
Limit the number of people per group on the river	Provide more distance markers along the river.

What kind of management actions do the visitors support? (continued)

Pumphouse to State Bridge

Commercial Outfitted Visitors	Privately Outfitted Visitors
Provide firewood at campsites and picnic areas.	Provide more patrols to assist and enforce regulations.
Restrict the number of people using the river at any one time.	Be more aggressive in the enforcement of rules.
Achieve better spacing among groups by assigning time of day.	Provide more parking at access points.
Provide more patrols to assist and enforce regulations.	Restrict the number of people using the river at any one time.
Provide more parking at access points.	Limit the number of people per group on the river.
Provide more campsites between put-in and take-out points.	Achieve better spacing among groups by assigning time of day.
Have each group be assigned where they are to camp along the river.	Prohibit the use of cans and other non-burnables.
Prohibit the use of cans and other non-burnables.	Provide more points of public access along the river.
Provide more points of public access to the river.	Have each group assigned where they camp along the river.
Prohibit camping along the river.	Prohibit camping along the river.
Prohibit wood fires altogether.	Prohibit wood fires altogether.

What kind of management actions do the visitors support?

Below State Bridge

Commercial Outfitted Visitors	Privately Outfitted Visitors
Require people to carry out their own trash.	Prohibit motorized watercraft on the river.
Allow wood fires only at designated spots.	Require people to carry out their own trash.
Require every group to have approved firrst-aid equipment.	Prohibit off-road vehicles in the vicinity of the river.
Prohibit motorized watercraft on the river.	Post signs warning and advising of hazards.
Allow camping only at designated locations.	Provide campsites at put-in and take-out points.
Prohibit off-road vehicles in the vicinity of the river.	Develop short hiking trails at points along the river.
Develop short hiking trail at points along the river.	Provide more information identifying facilities.
Provide more information identifying facilities.	Allow wood fires only at designated spots.
Post signs warning and advising of hazards.	Require every group to have approved first-aid equipment.
Provide campsites at put-in and take-out points.	Allow camping only at designated locations.
Limit the number of people per group on the river.	Provide more campsites between put-in and take-out points.
Restrict the mumber of people using the river at ony one time.	Provide more distance markers along the river.
Prohibit the use of cans and other non-burnables.	Improve existing access roads to put-in and take-out points.
Improve existing access roads to put-in and take-out points.	Improve the loading areas at put-in and take-out points.

What kind of management actions do the visitors support? (continued)

Below State Bridge

Commercially Outfitted Visitors	Privately Outfitted Visitors
Acheive better spacing among groups by assigning time of day	Be more aggressive in the enforcement of rules.
Improve the loading areas at put-in and take-out points.	Provide firewood at campsites and picnic areas.
Be more aggressive in the enforcement of rules.	Provide more parking at acess points.
Proivde more distance markers along the river.	Restrict the number of people using the river at any one time.
Provide firewood at campsites and picnic areas.	Provide more patrols to assist and enforce regulations.
Provide more campsites between put-in and take-out points.	Prohibit the use of cans and other non-burnables.
Provide more patrols to assist and enforce regulations.	Limit the number of people per group on the river.
Provide more parking at access points.	Acheive better spacing among groups by assigning time of day.
Prohibit camping along the river.	Provide more points of public access to the river.
Provide more points of public access to the river.	Prohibit camping along the river.
Prohibit wood fires altogeather.	Have each group be assigned where they are to camp.
Have each group assigned where they are to camp.	Prohibit wood fires altogeather.

Visitor Satisfaction

Do the visitors feel a good job is being done by the managers of the river?

Pumphouse to State bridge		Below State Bridge
28%	STRONGLY AGREE	31%
43%	AGREE	48%
21%	NEUTRAL	17%
4%	DISAGREE	3%
3%	STRONGLY DISAGREE	---

Overall were the visitors satisfied with their river trip?

Pumphouse to State bridge		Below State Bridge
20%	STRONGLY AGREE	15%
53%	AGREE	50%
24%	NEUTRAL	29%
2%	DISAGREE	5%
---	STRONGLY DISAGREE	>1%

United States Department of the Interior

Activity 4333

BUREAU OF LAND MANAGEMENT

EA FACE SHEET

OFFICE: Kremmling/Glenwood Springs

FY & REPORT # FY '82

ACTION: Recreation Area Management Plan
(Project Name, Case Type, etc.)

NO. OF PAGES

LOCATION: Upper Colorado River
Grand and Eagle Counties

EA ~~XXXXXX~~ NO. C- CO-018-82-26(KRA)
CO-070-GS2-37(GSRA)

TEAM SIGNATURES:	TITLE	RESOURCE VALUES ASSIGNED	HOURS
Vaughn S Baker	Outdoor Recreation Planner (KRA)	All	8
James W. Abbott	Outdoor Recreation Planner (GSRA)	All	2

Compliance Officers: Area Recreation Planners

Harold G. Belisle 8-17-82 Area Managers [signature] 9/13/82
Kremmling Date Glenwood Springs Date

[signature] District Managers David A. Jones 9-9-82
Craig Date Grand Junction Date

DECISION RECORD/RATIONALE

CO-018-82-26 (KRA)
CO-070-GS2-37 (GSRA)

Decision:

Based on the draft Resource Management Plans and the enviornmental assessment, a net beneficial impact to the natural and human environment would result from implementation of the actions identified in the Upper Colorado River Recreation Area Management Plan (RAMP). Therefore, the plan is adopted in its entirety.

Rationale:

Implementation of the RAMP will satisfy public demands for recreation use and provide a high degree of visitor and resource protection. The actions identified in the RAMP respond to the significant issues related to recreation management for the river corridor.

Adoption of this plan will not result in any significant adverse environmental impacts; therefore, an environmental impact statement is not required for this action.

Harold G. Bellis
Area Manager, Kremmling — 8-17-82 Date

District Manager, Craig — Date

Area Manager, Glenwood Springs — 9/13/82 Date

David G. Jones
District Manager, Grand Junction — 9-8-82 Date

ENVIRONMENTAL ASSESSMENT

UPPER COLORADO RIVER
RECREATION AREA MANAGEMENT PLAN

I. Purpose and Need for Action

The discussion of the purpose and need and location can be found in Chapter I (Introduction, sections a and b) of the Recreation Area Management Plan.

II. Description of Alternatives, Including the Proposed Action

A. Alternatives Considered in the Resource Management Plans

A brief presentation of the alternatives considered in the Resource Management Plans for both resource areas follows. All alternatives are multiple use alternatives with different resources being emphasized, but not to the exclusion of the other resources on the public lands. For further information and detail, reference should be made to the Resource Management Plans.

1. Energy and Mineral Alternative (KRA)

Objective: Emphasize the exploration, development and transportation of energy and other critical mineral resources on federal lands.

2. Economic Benefit Alternative (KRA)
Economic Development Alternative (GSRA)

Objective: Emphasize the production and flow of goods and services from federal lands.

3. Renewable Resource Alternative (KRA)

Objective: Emphasize production, management and use of renewable resources on public lands.

4. Recreation Alternative (KRA)

Objective: Emphasize the provision and management of recreational opportunities and the availability of public lands to meet recreational needs.

5. Natural Environment Alternative (KRA)
Resource Protection Alternative (GSRA)

Objective: Emphasize the protection and enhancement of the natural environment.

6. No Action Alternative (KRA)
Continuation of Current Management (GSRA)

Objective: To continue existing management.

B. Preferred Alternative/Proposed Action

The preferred alternative in both RMPs identifies recreation resources as the management emphasis for the upper Colorado River corridor. This emphasis on the provision and management of recreational opportunities and the availability of public lands for recreation would be met through the designation of a Special Recreation Management Area for the 60 mile segment of the upper Colorado River. The Recreation Area Management Plan (RAMP) is an expansion of the preferred alternatives of both the Kremmling and Glenwood Springs Resource Management Plans.

III. The Affected Environment

Refer to Chapter I (Introduction, section d) of the RAMP for the discussion of the affected environment.

IV. Environmental Consequences

This chapter only considers the environmental consequences of the proposed action. The consequences of the alternatives to the proposed action are analyzed in the RMP EISs for Glenwood Springs and Kremmling Resource Areas.

The environmental assessment (EA) for the RAMP is similar to an Umbrella EA, providing for broad evaluation of environmental impacts of proposed management actions. More specific environmental assessments (supplemental to this one) will be prepared to focus in on projects and actions as they are implemented. The site specific supplemental EAs will be prepared in conjunction with project plans.

Resources that will not be affected by the management actions identified in the Recreation Area Management Plan will not be addressed. These include climate, topography, geology, prime or unique farmland, wild horses, and noise quality. These resources have been addressed in the Resource Management Plans.

Transportation and Utilities

Increased use of the river corridor by recreationists will result in increased traffic on county roads within the corridor.

2. Water Resources

Quantity: No impact.

Quality : Impacts from recreation use in the corridor will be mitigated by facility development and maintenance.

3. Floodplains

Recreation use is temporary, and as such, has no permanent effects on floodplains. Only minor facilities will be constructed in floodplains. Users will be warned of flash flood hazards in brochures, personal contact, etc.

4. Vegetation

Removal of vegetation, including riparian vegetation, will occur during site development. Loss of vegetation will occur at primary sites. The actual acreage affected is small, and the impact is not considered significant.

Soils

Increased erosion (both water and wind) will occur during construction of developed sites. Impacts will be temporary and will be mitigated through bank stabilization, project design, and rehabilitation of disturbed areas. Soils will be permanently compacted at developed sites and primary river use sites. The actual acreage affected is small, and the impact is not considered significant.

6. Wilderness

No impacts to the Bull Gulch WSA will result from implementation of this plan. All other public land in the river corridor have been released from further wilderness consideration.

7. Landscape Character (Visual Resources)

The actions proposed in the plan are compatible with the visual resource management classes identified in the corridor. No significant changes in or contrasts with the existing visual character of the corridor will result from plan implementation.

8. Social Economic

Continued provision of highly sought after recreation opportunities with minimum amount of direct regulation (as indicated by user preferences).

Stability and possible expansion of the rafting related industry should provide benefits to the local and regional economy.

Threatened and Endangered Species

Bald eagles primarily use the corridor during late fall to early spring; thus, no direct impacts from the river use should occur.

10. Wildlife

The corridor is primarily important as winter range for big game, and no significant impacts from river use should occur.

11. Fisheries

Increased recreation use will result in increased fishing pressure. Impacts to the aquatic habitat resulting from degradation of water quality due to recreation use will be mitigated by site improvements, sanitary facility installation, and general maintenance throughout the corridor.

12. Cultural Resources

Historic structures within the corridor may receive vandalism due to recreation use. The river brochure will emphasize preservation of historic properties. Unidentified cultural sites may be unintentionally damaged or destroyed by recreation use and site development. Cultural inventories will be conducted prior to surface disturbing activities and throughout the river corridor to minimize the losses.

13. Minerals

The impact to known mineral values is insignificant due to known low potential and relatively small acreage where mineral related activities would be totally excluded or limited.

14. Land Uses

No significant impacts to rights-of-way, including the railroad, will occur. If powersite withdrawals are revised, the potential for future development of the affected areas for hydroelectric power and water storage would be lost. This will not preclude future consideration of the need for these facilities.

15. Grazing

Grazing will continue essentially uninterrupted. Only a minimal amount of acreage will be removed from livestock grazing because of conflicts with recreation.

Unavoidable Adverse Impacts

Unavoidable adverse impacts would be minimal in nature. Some vegetation removal would result at site improvement projects. Visitor use would continue to be heavy at some sites, but would be better accommodated with the facilities and management outline in the plan.

Short Term vs. Long Term

Existing adverse impacts will continue until management actions are implemented. Minor short term impacts will exist during site improvement and facility construction. Rehabilitation and maintenance will mitigate these impacts in the long term. Also, implementation of the actions identified in the plan will maintain and protect the recreation opportunities in the long term.

Irreversible/Irretrievable

None.

ENVIRONMENTAL CONSEQUENCES OF MANAGEMENT ACTIONS*

MANAGEMENT ACTION CATEGORY	BENEFICIAL IMPACTS	ADVERSE IMPACTS
1. Management guidelines for other resources	Protection of important environmental settings and recreational activity opportunities not commonly found on public land with high demand. Protection of Bureau investments for facilities.	Insignificant losses of mineral materials available for sale and increased costs for oil and gas exploration and development (refer to umbrella environmental assessment reports for the respective resource areas).
	Reduced conflicts between recreationists and livestock, improved public health conditions.	Minimal losses of acreage available to livestock grazing (Kremmling Resource Area)
2. Land tenure adjustments	Resolution of trespass conflicts on private land, long term provision of river oriented recreational opportunities, provision of safe public parking and river access, maintenance of limited supplies of recreational activities and settings.	Loss of private land acreage or total interest in acreage and subsequent losses of production of unknown values.
	Eliminate competition with private landowners for services that produce possible financial gains for private landowners.	Insignificant relinquishment of rights to construct power or water storage reservoirs to consenting holding agencies without active proposals.

*Refer to Chapter III (The Management Program) for a complete description of actions.

ENVIRONMENTAL CONSEQUENCES OF MANAGEMENT ACTIONS*

MANAGEMENT ACTION CATEGORY	BENEFICIAL IMPACTS	ADVERSE IMPACTS
3. Site and facility development	Improved visitor safety at sites and on county roads, reductions in erosion and sedimentation resulting in improved water quality, reduction in unsanitary disposal of human waste, improving visitor safety and water quality, long term reductions in vegetation losses resulting from use on unsuitable sites, improved quality of recreational experiences and opportunities, reduction of existing safety and resource deterioration problems, increased bank stabilization resulting in improved water quality and aquatic habitat conditions, mitigation of expected vegetation and erosion impacts of future demand.	Short term vegetation and soil losses on a small acreage resulting in temporary increases in erosion and sedimentation that will reduce following each growing season, increased financial responsibility for maintenance and liability of facility provisions, increased safety problems resulting from traffic on roads, bridges and railroads.
4. Visitor services information and emergency	Improved visitor safety on public land and on the river, increased awareness and compliance with management objectives, reduced administrative time and costs, protection of resource values and Bureau investments, decreased emergency response time and increased emergency services, increased enforcement authority to improve visitor and resource protection, continued monitoring of resource and visitor preferences to protect resources and recreation opportunities, increased awareness of opportunities and meeting visitor preferences.	Increased visitor use resulting in more administrative demands for facilities and services to protect visitors and resources, increased training need for BLM personnel.

*Refer to Chapter III (The Management Program) for a complete description of actions.

ENVIRONMENTAL CONSEQUENCES OF MANAGEMENT ACTIONS*

MANAGEMENT ACTION CATEGORY	BENEFICIAL IMPACTS	ADVERSE IMPACTS
5. Special area permits	Increase opportunity availability and management resulting from revenue generated, visitors would directly support required facilities and services required for their use of public land.	Increased enforcement needs and responsibilities, displacement of recreationists who do not wish to pay, some negative public image responses, increased trip costs to commercial and private boaters.
6. Other		Increased probability of wildfire occurrences. Non-intensional destruction or loss of archaeological values.

*Refer to Chapter III (The Management Program) for a complete description of actions.